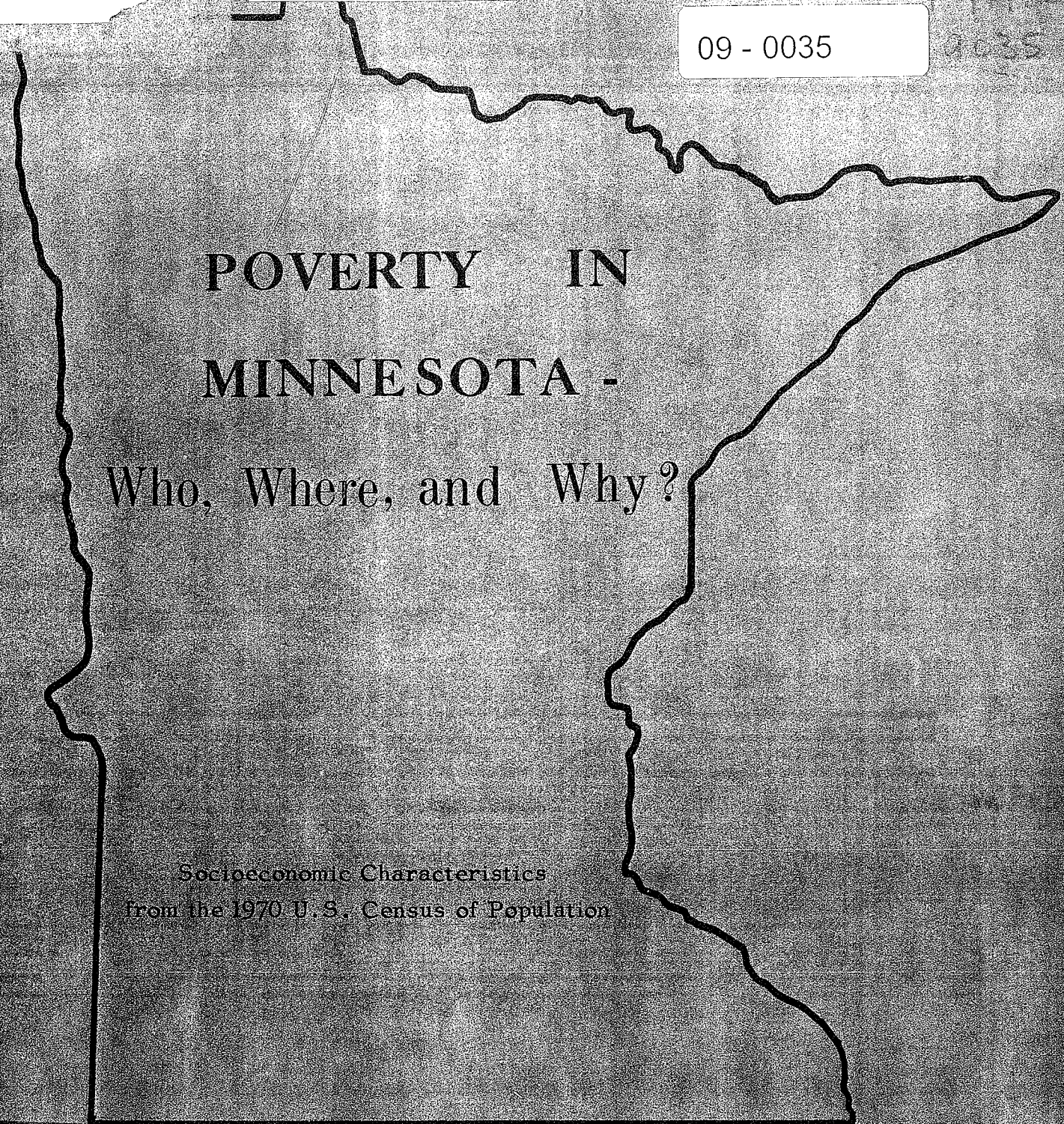




*poverty - general -
state*

09 - 0035



POVERTY IN MINNESOTA - Who, Where, and Why?

Socioeconomic Characteristics
from the 1970 U.S. Census of Population

HV
86
.M653
1972x

Governor's Office of Economic Opportunity
State of Minnesota
August 1972

POVERTY IN MINNESOTA -
WHO, WHERE, and WHY ?

A PROFILE OF POVERTY IN MINNESOTA

Socioeconomic Characteristics of the Poor
Taken from the 1970 U.S. Census of Population

Governor's Office of Economic Opportunity
104 Capitol Square - 550 Cedar St.
St. Paul, Minnesota 55155

August 1972

PREFACE

The data quoted in this report were taken from the 1970 Census of Population.

The information was taken from the Fourth Count Census Tape, as well as

General Social and Economic Characteristics, Minnesota, PC (I)-C25. To

facilitate typing and preparation, detailed references were left out of the

text. Also, much detailed poverty data is contained in the tables in the

various appendixes. The tables and figures that appear in the text were

constructed by the staff of the Minnesota State Economic Opportunity Office.

With the exception of the national statistics, all the tables were based upon

1970 Census data.

INTRODUCTION

During the early 1960's an awareness began to grow that extensive poverty existed within our affluent society. The period was deluged with publications defining the extent as well as the intensity of the problem while delineating the poverty population. Michael Harrington's The Other America, the writings of Sar A. Levitan, Poverty Amid Plenty (the report of the President's Commission on Income Maintenance Programs) and The People Left Behind (the Report of the President's Commission on Rural Poverty) were just a few of the many documents written to define the existence and extent of poverty in America. The United States Department of Health, Education and Welfare recently published an annotated bibliography of poverty studies which were written during the 1960's. It ran to 126 pages.

The Federal Government moved to meet the challenge of poverty with the passage of the Economic Opportunity Act of 1964. Private resources were also mobilized as the nation attempted to right a social injustice that, in all too many cases, had been systematically developed over the past two centuries. Much progress and substantial gains have been made since then. For example the Census Bureau estimates that, between 1959 and 1968, the number of poor persons declined from 39 million to 25 million. The proportion of persons below the poverty level declined from about 22% in 1959 to 13% in 1968.¹ The number of poor families declined by 39% during this nine year period.²

¹Poverty In The United States, 1959 to 1968, Current Population Reports, "Consumer Income," U. S. Department of Commerce, Bureau of the Census, (Series P-60, NO. 68, December 31, 1969), p. 1

²Ibid., p. 3.

The problem of poverty has changed since the early sixties. Phillip Sanchez, the Director of the Office of Economic Opportunity, states that "while poverty was reduced substantially during the sixties, the public discussion, if anything, heightened. With the exception of the war in Southeast Asia, no other topic has been discussed as widely and as heatedly . . ."³ But the socio-economic position of millions of former poor is still quite tenuous. For example, the number of poor increased by 1.2 million between 1969 and 1970.⁴

The poor are still with us. They live in the urban ghettos and the rural countryside. In terms of total numbers, there are about 25 million poor in our nation.⁵ This is about one out of every eight persons. In Minnesota, there are about 400,000 poor persons, or one out of every ten persons.⁶

The problem of poverty is complex. It is also subject to a myriad of misconceptions. For example, it was once believed by some that poverty could be explained in terms of a non-deferred gratification pattern. The poor, in other words, were poor because they could not hang onto their money. Subsequent analysis has proven the inappropriateness of explaining poverty merely as a result of self-indulgence.

The purpose of this document is to inform private citizens and public officials on the extent of poverty in Minnesota. By defining the extent of poverty and delineating the poverty population, it is hoped that policies and programs will be developed to alleviate and to eliminate poverty

³The Poor in 1970: A Chartbook, Office of Planning, Research and Evaluation, Office of Economic Opportunity, Washington D. C., 1972.

⁴Ibid.

⁵Ibid.

⁶United States Census of Population, 1970.

from Minnesota by providing further assistance to the efforts of anti-poverty agencies in Minnesota.

The act of defining a problem is, indeed, the beginning of its solution. Abraham Lincoln warned that our nation could not survive half free and half slave. John Kennedy reiterated that the world could not continue half slave and half free. In this age of mass communications and knowledge, no nation can long deny social and economic justice to a significant number of its citizens. None of us can or should choose to ignore the poverty that exists about us. In 1928, George Bernard Shaw wrote the following statement. We believe this statement to be even more applicable today than it was at that time.

The saying that we are members one of another is not a mere pious formula to be repeated in church without any meaning: It is a literal truth; for though the rich end of the town can avoid living with the poor end, it cannot avoid dying with it when the plague comes.⁷

⁷From The Intelligent Woman's Guide to Socialism and Capitalism (New York, 1928), by George Bernard Shaw.

TABLE OF CONTENTS

	Page
PREFACE.....	i
INTRODUCTION.....	ii
LIST OF TABLES.....	ix
LIST OF FIGURES.....	x
Chapter	
I. POVERTY IN AMERICA.....	1
Introduction.....	1
Incidence of poverty.....	2
II. POVERTY IN MINNESOTA.....	6
Introduction.....	6
Incidence of Poverty Among All Persons.....	7
Incidence of Poverty Among Families.....	7
Poor Families By Race.....	11
Poor Families by Family Status.....	12
Incidence of Poverty Among Unrelated Individuals.....	14
Total Incidence of Poverty.....	15
III. WHO ARE THE POOR?.....	16
Age Characteristics of the Poor.....	16
Racial Characteristics of the Poor.....	18
Family Status Characteristics of the Poor.....	19
Distribution of Low-Income Persons.....	21

Chapter	Page
Distribution of Families with Incomes less Than \$3,000.....	23
Distribution of Poor Families.....	24
IV. WHERE ARE THE POOR?.....	25
Introduction.....	25
The Poor By Geographic Distribution.....	25
Regional Distribution of Low-Income Persons.....	26
Regional Distribution of Low-Income Families.....	30
Regional Distribution of Families With Incomes of Less Than \$3,000.....	33
V. WHO IS "TYPICALLY" POOR?.....	35
Introduction.....	35
The "Typical" Poor In Minnesota.....	35
VI. CAUSES AND CONDITIONS OF POVERTY.....	37
VII. CONCLUSION.....	40
BIBLIOGRAPHY.....	42
APPENDIXES.....	44
A. POVERTY STATISTICS FOR THE STATE OF MINNESOTA, 1970.....	45
Table I Family Income, By Residency, For the State of Minnesota.....	46
Table II Income of Unrelated Individuals, by Residency, for the State of Minnesota, 1970.....	47
Table III Count of Low-Income Families By Ratio of Family Income to Poverty Level, by Residence, for Minnesota, 1970.....	48
Table IV Family Income and Poverty Status, By Race For The State of Minnesota, 1970.....	49

Table V	Count of Families by Ratio of Family Income to Poverty Level, by Race, for Minnesota, 1970.....	50
B.	POVERTY STATISTICS FOR THE STATE OF MINNESOTA, BY COUNTY, 1970..	51
Table VI	Total Number of Poor and Incidence of Poverty In Minnesota, 1970, By State and County.....	52
Table VII	Total Number and Percent of Low-income Families in Minnesota, 1970, by County and State.....	55
C.	POVERTY STATISTICS FOR THE STATE OF MINNESOTA, BY REGION, 1970..	58
Table VIII	Total Number of Poor and Incidence of Poverty in Minnesota, 1970, by Region.....	59
Table IX	Total Number and Percent of Low-income Families in Minnesota, 1970, by Region.....	60
Table X	Family Income and Poverty Status For Minnesota, 1970, by Region.....	61
D.	POVERTY STATISTICS BY METROPOLITAN AND NONMETROPOLITAN RESIDENCY AND BY SIZE OF PLACE.....	62
Table XI	Incidence of Poverty In Minnesota by Metropolitan and Nonmetropolitan Residency, 1970.....	63
Table XII	Incidence of Poverty in Minnesota for Places of 50,000 or more, 1970.....	64
Table XIII	Incidence of Poverty in Minnesota for Places of 10,000 to 50,000, 1970.....	65
Table XIV	Incidence of Poverty In Minnesota for Places of 2,500 to 10,000, 1970.....	67

APPENDIXES

Page

E. POVERTY DEFINITION.....	70
----------------------------	----

Table XV Poverty Levels by Size of Family and Sex of

Head, Farm and Nonfarm Residence.....	72
---------------------------------------	----

LIST OF TABLES

Table	Page
1. Count of Families By Income Category, For Minnesota, 1970.....	8
2. Count of Families By Ratio of Family Income to Poverty Level, Minnesota, 1970.....	10
3. Family Income and Poverty Status, by Race, for the State of Minnesota, 1970.....	11
4. Count of Families by Ratio of Family Income to Poverty Level, By Race, for Minnesota, 1970,.....	12
5. Family Status Characteristics of The Poor In Minnesota, 1970.....	13
6. Count of Unrelated Individuals by Income Category, 1970, For Minnesota.....	14
7. Age Characteristics of the Poor in Minnesota, 1970.....	18
8. Racial Characteristics of the Poor in Minnesota, 1970.....	19
9. Low-income Children under 18 by Type of Family.....	20
10. Count of Unrelated Individuals 14 Years Old and Over By Poverty Status and Age, 1970, for Minnesota.....	21
11. Count of Persons Below the Poverty Level, By Residence, 1970.....	22
12. Family Income, by Residency, for Minnesota, 1970.....	23
13. Count of Low-Income Families by Ratio of Family Income to Poverty Level, by Residence, for Minnesota, 1970.....	24
14. Total Number of Poor and Incidence of Poverty In Minnesota, 1970, by Region.....	27
15. Total Number and Percent of Low-income Families in Minnesota, 1970, by Region.....	30
16. Family Income and Poverty Status For Minnesota, 1970, By Region.....	33

LIST OF FIGURES

Figure	Page
1. Incidence of Poverty, Percentage Distribution of the Poor and Total Number of Poor for the United States, by Geographic Area.....	4
2. Age Characteristics of the Poor, 1970.....	17
3. Incidence of Poverty Among all Persons, 1970, by Region.....	28
4. Percentage Distribution of Low-income persons, 1970, by Region.....	29
5. Incidence of Poverty Among Families, 1970, by Region.....	31
6. Percentage Distribution of Low-income Families 1970, by Region.....	32

I. POVERTY IN AMERICA

Introduction

Poverty is a complexing and controversial subject. Some persons would deny that there are poor people in America. Others would acknowledge that poverty exists, but with little consensus on what poverty is, who the poor are or even how many of them there are. There are many different definitions of poverty and estimates of poor persons. Social scientists have developed numerous theories on why people are poor. One fact does stand out in the midst of this dialogue. By whatever measure one chooses to use, there is a significant minority group of persons and families who do not participate fully in the affluence of America. They are the poor Americans.

Poverty in America is not the poverty that exists in the underdeveloped nations or existed in medieval Europe. Physical want and deprivation are not pervasive social problems in our country. The poor in America are those who do not and can not participate in the social, educational and economic affluence that the larger society enjoys and has come to expect as its rightful heritage. The social critic, Michael Harrington, defined poverty this way:

Poverty should be defined in terms of those who are denied the minimal levels of health, housing, food and education that our present stage of scientific knowledge specifies as necessary for life as it is now lived in the United States.¹

Poverty is relative to the society or age one lives in and must be defined in terms of what the larger society enjoys. In America, poverty means the inability to participate in the social, economic, educational and cultural standard of living that so many of us have come to expect as our right.

¹Michael Harrington, The Other America: Poverty in the United States (Baltimore: Penguin Books, Inc., 1966), p. 22.

Poverty in America essentially is not a question of physical need but one of social and economic justice.

Incidence of Poverty

There were 25.9 million poor Americans in 1970, according to the Office of Economic Opportunity.² This represented 12.8% of the nation's population, or about one out of every eight persons. The poverty population was composed primarily of children under 16 years of age, women aged 16 to 64, and the elderly aged 65 and over. In 1970, the poor could be described by the following age groupings:³

- Nearly four out of every ten poor persons were children
- Nearly two out of every ten were elderly
- One out of four was a female, aged 16 to 64

Blacks and persons of Spanish origin accounted for a disproportionate share of all poor persons. While blacks represented slightly more than 10% of all persons in the nation, they made up about 30% of the poverty population. Persons of Spanish origin accounted for about four percent of all persons but nearly nine percent of the poor.⁴ Blacks and persons of Spanish origin, while comprising about one out of every seven persons, accounted for approximately four out of every 10 poor persons.

The incidence of poverty is higher among certain groups of persons. Race, age and family status are important variables in defining the poverty population. The following data highlights this fact. In 1970, the poverty

²The Poor in 1970: A Chartbook. Office of Planning, Research and Evaluation, Office of Economic Opportunity, Washington, D. C., 1971.

³Ibid., p. 6.

⁴Ibid., p. 8.

population could be delineated by the following facts:

- 39 percent of all persons in female headed families were poor
- 34 percent of all unrelated individuals were poor
- 34 percent of all blacks were poor
- 25 percent of all elderly persons were poor
- 24 percent of all persons of Spanish origin were poor.⁵

There are differences in the incidence of poverty among the major geographic regions of the United States. The largest concentration of the poor can be found in the South. In 1970, approximately 45% of all poor persons lived in this region. The total incidence of poverty in this area was 18.5%. The Northeast region had an incidence of poverty of 8.7% while 10.3% of all persons in the North Central area were poor. The West had an incidence of poverty of 11.3 percent ⁶ (see Figure 1, page 4.).

The incidence of poverty is much higher in rural than it is in urban America, Nonmetropolitan areas accounted for about 48% of all poor.⁷ Yet the 1970 Census of Population listed only approximately 31% of all persons as living outside of metropolitan areas.

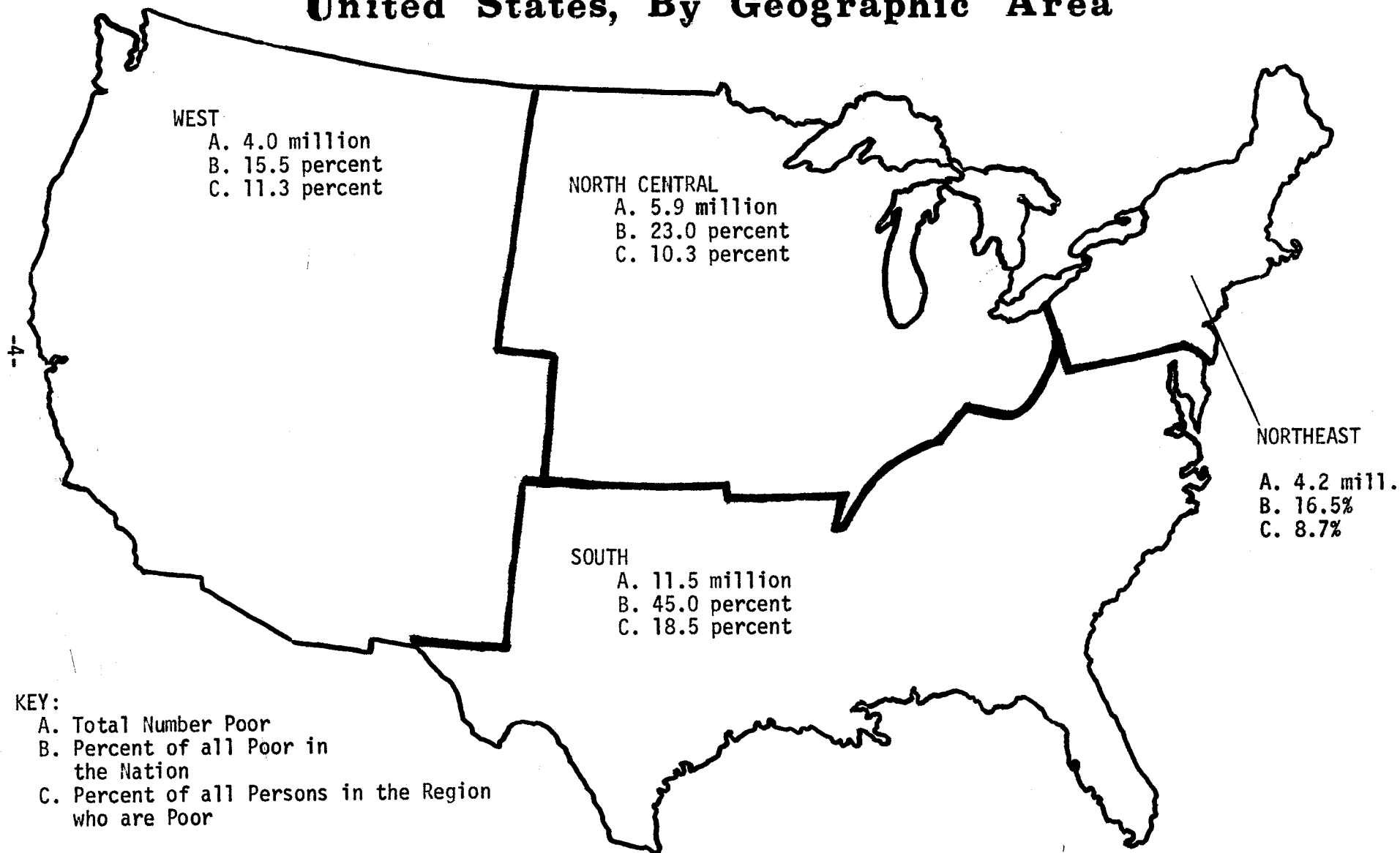
Poverty has decreased during the last decade. Yet a sizeable portion of our population remains poor. Many of these people find themselves caught in a vicious cycle. For example, about 25% of all poor are senior citizens. Many of these became poor when they retired. Retirement meant loss of earnings sufficient to maintain a dignified and adequate standard of living. Our social insurance benefits are tied to earnings. Many elderly persons, having been employed for a lifetime in low-wage earning jobs, find that their pensions and Social Security benefits are too low to adequately maintain themselves. Many of the poor cannot help themselves and need outside aid.

⁵Ibid., p. 22.

⁶Ibid., p. 20-21.

⁷Ibid., p. 19.

FIGURE 1: Incidence Of Poverty, Percentage Distribution Of The Poor And Total Number Of Poor For The United States, By Geographic Area



Source: The Poor In 1970: A Chartbook

It is up to the larger society, with its resources, to help them help themselves. The Commission on Income Maintenance Programs concluded the following:

In many cases the possibility for improvement is not realistically within the power of the poor. In talking and listening to the poor one is struck by the vicious circles which characterize poverty. Rising from poverty seems inordinately difficult for the ordinary man. We recognize this unconsciously in our strong admiration for those who manage to escape poverty on their own, but we seldom note how few they are.⁸

⁸Poverty Amid Plenty: The American Paradox, The Report of the President's Commission on Income Maintenance Programs, November, 1969. U. S. Government Printing Office, Washington, D. C., P.3.

II. POVERTY IN MINNESOTA

Poverty is measured usually in terms of either the number of persons or the number of families living beneath the poverty threshold. This report will look at both individuals (persons) and families who were living on incomes below the poverty level in 1970. An analysis of the poverty population, with a few selected variables, gives a frame of reference with which to identify those groups which tend to run higher risks of poverty than do other groups.

Introduction

There are poor people in Minnesota. Although the state's family and per capita income levels continue to grow, the 1970 Census of Population indicated that about one out of every ten Minnesotans lived on incomes below the poverty level. This poverty level, determined by the Social Security Administration, set a minimum level of income defined as necessary for individuals and families in order for them to maintain an adequate, subsistence level of living. An annual income of \$1,834 or more was considered adequate for an unrelated individual, while the poverty cut-off level was \$3,721 for a family of four.¹ The Census of Population estimated that 397,662 persons, representing 10.5% of the state's population, were living on incomes below this level.

The poor in Minnesota live on scattered farmsteads, in small towns and in the central parts of our larger metropolitan areas. They tended to be the old and the young, the rural farm residents and the non-white urban residents, those living alone and those living in families headed by women.

¹The U. S. Department of Labor, Bureau of Labor Statistics, estimated that in the Spring of 1970, a family of four required an annual budget of \$7,140 to live at a lower level of living in the Minneapolis-St. Paul area.

Together they formed a significant minority living outside the economic and social mainstream of life in Minnesota.

Incidence of Poverty Among All Persons

About one out of every ten persons in Minnesota lived in poverty, according to the 1970 Census. This group of disadvantaged numbered 397,662 persons, or 10.5% of all persons. Of this number, some 279,695 persons lived in families with incomes below the poverty level. Family heads, spouses, related children and other family members made up this group. Another 117,967 unrelated individuals² were living in poverty. Of all poor, some 29.7% were unrelated individuals while the remaining 70.3% lived in families.

Poverty in Minnesota occurs heavily among the elderly, with 25.4% of all poor being over 65 years of age. The incidence of poverty among senior citizens was 26.7 percent. Additionally, related children under 18 years of age accounted for 131,847 persons, or 33.2% of all poor.

The majority of poor lived in urban Minnesota. About one half, or 195,414 poor persons, were listed as living in communities of 2,500 or more people. This was 49.2% of all poor persons. The non-farm population had 107,076 poor persons, or 26.9% of all poor. The census counted 95,172 poor persons living on farms. This was 23.9% of the total number of poor.

Incidence of Poverty Among Families

Several measures have been developed in an attempt to define the extent and the intensity of poverty. Although there is no consensus on its correctness,

²An unrelated individual is a person not living with relatives, but living in a household entirely alone or with one or more persons not related to him, or living in group quarters (not inmates of institutions).

family income is one measure that is commonly used. If we define poor families as those having annual incomes of less than \$3,000, then in 1970 about one out of every eleven Minnesota families was poor. The family income of 82,836 families fell into this category, according to the census. This was 9.0% of all Minnesota families.

TABLE I
COUNT OF FAMILIES BY INCOME CATEGORY
FOR MINNESOTA, 1970

Income Category	Number of Families	Percent In Category	Cumulative Number	Cumulative Percent
Under \$ 1,000	16,860	1.8	16,860	1.8
1,000- 1,999	26,493	2.9	43,353	4.7
2,000- 2,999	39,483	4.3	82,836	9.0
3,000- 3,999	44,259	4.8	127,095	13.8
4,000- 4,999	44,867	4.9	171,962	18.7
5,000- 5,999	48,029	5.2	219,941	23.9
6,000- 6,999	52,051	5.6	272,042	29.5
7,000- 7,999	60,517	6.6	332,559	36.1
8,000- 8,999	66,413	7.2	398,972	43.3
9,000- 9,999	66,276	7.2	465,248	50.5
10,000-11,999	131,225	14.2	596,473	64.7
12,000-14,999	137,880	15.0	734,353	79.7
15,000-24,999	147,028	16.0	881,381	94.7
25,000-49,999	33,541	3.6	914,922	99.3
50,000 & over	6,410	.7	921,332	100.0
Total	921,332	100.0	921,332	100.0

Source: United States Census of Population, 1970.

The experience of anti-poverty agencies has shown that a sizeable number of families live just above the poverty line. Inadequate health insurance,

a serious illness, a short layoff, or an unexpected and uncontrollable expense of any kind can put a tremendous strain on the budgets of these families.

If we define near poverty as family income between \$3,000 to \$4,000, we find that 4.8% of all Minnesota families fell into this category. In terms of numbers, there were 44,259 families in this income group.

The above measures of poverty and near poverty indicate that about one out of every seven Minnesota families lived in poverty or near poverty. They constituted 13.8% of all Minnesota families. In terms of numbers, there were 127,095 families living on incomes of less than \$4,000.

Social Scientists have questioned using family income alone as a measure of the extent or intensity of poverty. They maintain it is not a valid measure since it does not take into account such factors as residence, family size, sex or age of the family head. The Census Bureau, utilizing a more involved measure of poverty, published poverty statistics for the first time in the decennial 1970 Census of Population. The poverty index utilized was developed by Mollie Orshansky of the Social Security Administration. This index provides for a wide range of poverty cutoffs adjusted for just such factors as family size, sex and age of family head, number of children and nonfarm-farm residence. The index also measured intensity of poverty by enumerating families beneath the poverty threshold by ratio of their income to the poverty threshold.

This measure of poverty indicated that Minnesota had 75,923 families living on incomes beneath the poverty line. This was 8.2% of all families, or about one out of every 12 families. There were 279,695 persons living in these families. This group comprised 7.4% of all Minnesotans. Or, about one out of every 14 persons in Minnesota in 1970 resided in a poor family.

This group of families, comprising 8.2% of all families, received only 1.4% of all family income. Table II gives a complete count of all Minnesota families by ratio of family income to the poverty level.

TABLE II
COUNT OF FAMILIES BY RATIO OF FAMILY INCOME
TO POVERTY LEVEL, MINNESOTA, 1970

Poverty Ratio	Total Number of Families	Cumulative Total	Percent In Category	Cumulative Percent
Under .50	25,157	25,157	2.7	2.7
.50 - .74	20,366	45,523	2.2	4.9
.75 - .99	30,400	75,923	3.3	8.2
1.00-1.24	36,952	112,875	4.0	12.3
1.25-1.49	42,112	154,987	4.6	16.8
1.50-1.99	104,713	259,700	11.4	28.2
2.00-2.99	232,454	492,154	25.2	53.4
3.00 or more	429,178	921,332	46.6	100.0
Total	921,332	921,332	100.0	100.0

Source: United States Census of Population, 1970.

The data indicates that 45,523 families had incomes of less than .75 of the poverty ratio. In other words, about one out of every 20 families had incomes at less than 75% of the poverty level. Additionally, slightly more than half of this group had incomes less than 50% of the poverty level.

A sizeable group of families also live on near-poverty incomes. Any one of a number of uncontrollable circumstances could cause them to fall beneath the poverty level. The numerical increase in the poor (1969 to 1970) demonstrates this.

If we define near-poor as family income ranging from the poverty level to 125% of that same level, then 36,942 Minnesota families could be classified as near poor. This is 4.0% of all families. According to this definition of poverty and near poverty, there were 112,875 poor and near poor families in Minnesota in 1970. This was 12.3% of all families, or about one out of every eight families. A family of four with an annual earnings of \$4650 or less would fall into this group of families.

Poor Families By Race

Race is an important variable in delineating the poverty population. Using just family income as a poverty measure, we find that 2,195 non-white families had incomes less than \$3,000. This was 16.9% of all non-white families. The incidence of poverty among white families was 8.8 percent. While one out of every eleven white families had an income of less than \$3,000, about one out of every six non-white families fell into this category. In other words, the incidence of poverty among non-white families was approximately double that of white families.

TABLE III
FAMILY INCOME AND POVERTY STATUS, BY RACE,
FOR THE STATE OF MINNESOTA, 1970

Income Category	All Families	Percent of All Families	All White Families	Percent Of White Families	All Non-White Families	Percent of Non-White Families
Under \$1,000	16,860	1.8	16,226	1.8	634	4.9
1,000- 1,999	26,493	2.9	25,857	2.8	636	4.9
2,000- 2,999	39,483	4.3	38,558	4.2	925	7.1
Total	82,836	9.0	80,641	8.8	2,195	16.9

Source: United States Census of Population, 1970.

The difference in poverty incidence between white and non-white families is even greater if the census definition of poverty is used. According to that measure, there were 2,958 poor non-white families in Minnesota. This was 22.6% of all non-white families. The incidence of poverty among white families was 8.1%, with 72,965 white families falling beneath the poverty line. The incidence of poverty among non-white families, according to this measure, was 2 1/2 times higher than the incidence of poverty among white families.

TABLE IV
COUNT OF FAMILIES BY RATIO OF FAMILY INCOME TO POVERTY
LEVEL, BY RACE, FOR MINNESOTA, 1970

Poverty Ratio	Total	Percent	White	Percent	Non-White	Percent
Under .50	25,157	2.7	24,148	2.7	1,009	7.7
.50 - .74	20,366	2.2	19,566	2.2	800	6.1
.75 - .99	30,400	3.3	29,251	3.2	1,149	8.8
Total	75,923	8.2	72,965	8.1	2,958	22.6

Source: United States Census of Population, 1970.

By any measure one wishes to choose, the incidence of poverty among non-white families was considerably higher than among white families. This difference ranged from two to almost three times the incidence among white families. With only 1.4% of all Minnesota families, non-white families accounted for 3.9% of all poor families.

Poor Families By Family Status

Family status is another variable useful in delineating the poverty population. The incidence of poverty was much higher among female-headed families

than among male-headed ones. About one out of every four female-headed families was listed as poor compared to about one out of every seven male-headed families. Moreover, women headed 23.3% of all poor families. But in 1970, only 8.0% of all Minnesota families were headed by a female.

Female-headed families ran a much higher risk of being poor. The incidence of poverty among male-headed families was 6.9 percent. Female-headed families had an incidence of poverty of 24.0 percent. In terms of numbers, there were 58,288 male-headed families below the poverty level as compared to 17,635 female-headed families. Poverty was almost four times as prevalent in female-headed families as it was in male-headed ones.

TABLE V

FAMILY STATUS CHARACTERISTICS OF THE
POOR IN MINNESOTA, 1970

Family Status	All Families	Poor Families	Percent Poor
Male Headed	847,776	58,288	6.9
Female Headed	73,556	17,635	24.0
Total	921,332	75,923	8.2

Source: United States Census of Population, 1970.

The incidence of poverty is weighted even more heavily against children living in female-headed families. Of 131,847 low-income children, 39,309 lived in families having a female head. While 23.3% of all poor families were female-headed, some 29.8% of all poor children lived in these female-headed families.

Incidence of Poverty Among Unrelated Individuals

The incidence of poverty is very high among unrelated individuals. One measure that has been used to define the extent of poverty among unrelated individuals is an income of \$1,500. Using this figure as the poverty cutoff, there were 115,215 unrelated individuals living beneath the poverty line.⁴ This was 32.0% of all unrelated individuals, or about one out of every three such persons.

TABLE VI
COUNT OF UNRELATED INDIVIDUALS BY
INCOME CATEGORY, 1970, FOR MINNESOTA

Income Category	Number	Cumulative Number	Percent	Cumulative Percent
Under \$1,000	72,588	72,588	20.2	20.2
1,000- 1,999	84,254	156,842	23.7	43.9
2,000- 2,999	48,016	204,858	13.3	57.2
Total	204,858	204,858	57.2	57.2

Source: United States Census of Population 1970.

The Census Bureau statistics indicate that 117,967 unrelated individuals had incomes beneath the poverty index in 1970. This was 36.5% of all unrelated individuals, or somewhat more than one out of every three unrelated individuals. The incidence of poverty among unrelated individuals over 65 was 50.2 percent.

⁴This number is an estimate arrived at through interpolation.

Total Incidence of Poverty

There were 82,836 Minnesota families having incomes of less than \$3,000. According to the Census Bureau, some 75,923 families were living on incomes that fell beneath the poverty line (as they defined it). The Census Bureau listed the total count of persons below the poverty line as 397,662 persons. This figure includes persons living in low-income families as well as unrelated individuals living in poverty. This group constitutes about one out of every ten persons in Minnesota. In terms of percentages, 10.5% of Minnesota's population fell beneath the poverty line in 1970.

III. WHO ARE THE POOR?

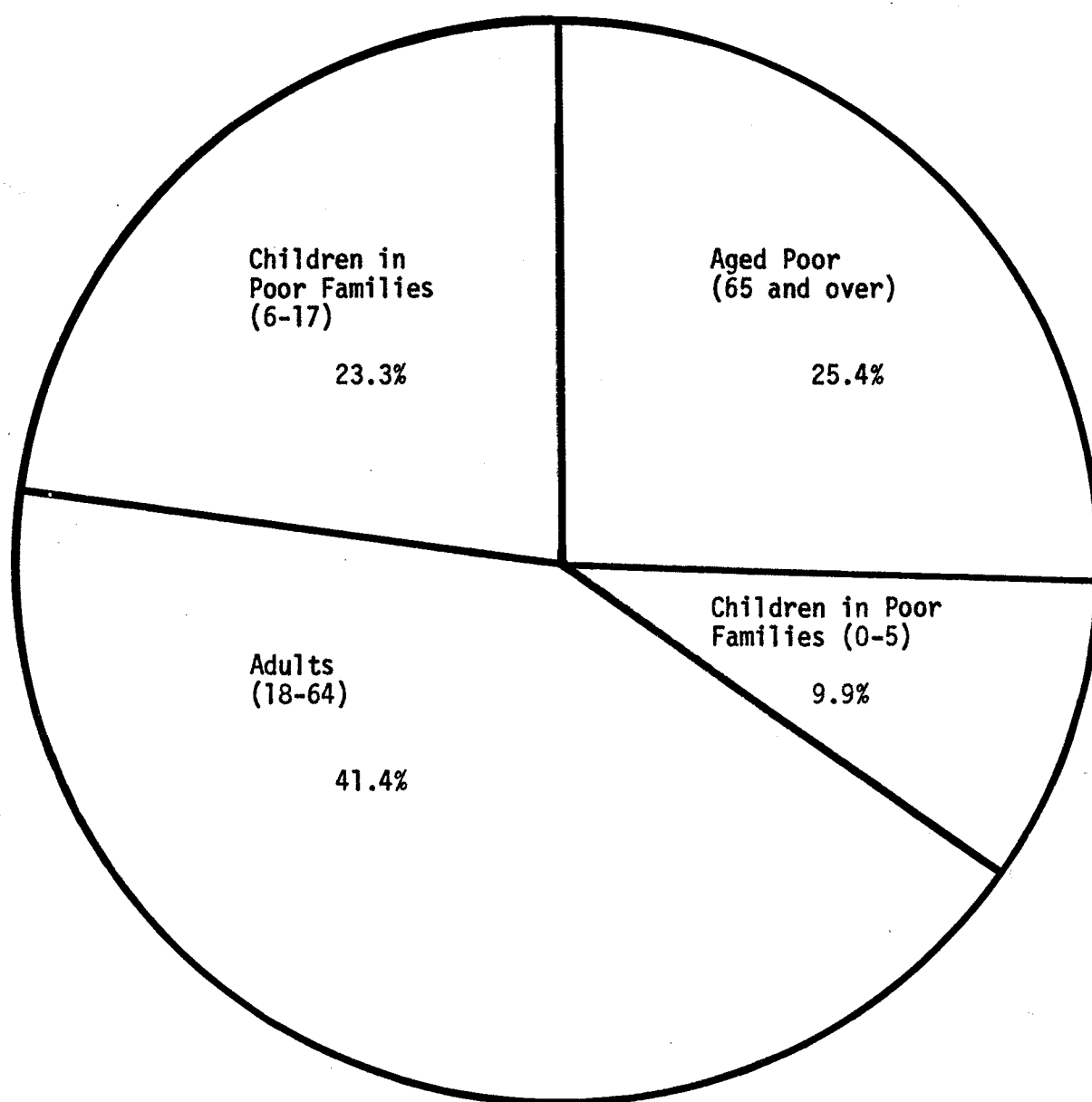
None of the current measures of poverty nor descriptions of who is poor can adequately define a "typical" poor person. There are many poor people and several different ways to be poor. The poverty population in America reflects the ethnic and regional diversity of our nation. A black child living in an urban ghetto, a Chicano living in a barrio, an aged white living in rural isolation, all of these together form a diverse poverty population. We can study the poverty population but only in terms of generalizations. Regional, ethnic and racial differences all reflect different poverty populations and the need for different approaches to solving this problem.

Age Characteristics of the Poor

The poverty population can be delineated to some degree by analyzing the age characteristics of this group. According to the census, there were 131,847 children under 18 living in low-income families. An estimated 100,994 senior citizens were among the poverty population. Together, this group constituted 58.6% of all Minnesota's poor, or 232,841 poor persons. These figures indicate that approximately six out of every 10 poor persons was either under 18 or over 65 years of age (see Figure 2, page 17). About one out of every four poor persons was a senior citizen. Children under 18 accounted for about one out of every three persons below the poverty level.

Table VII gives the actual percent of the total universe of poor that each age group comprised. It can be easily seen that the majority of poor were indigent persons incapable, to any great extent, of affecting their socio-economic position.

FIGURE 2. Age Characteristics Of The Poor, 1970



KEY: PERCENT OF ALL POOR WHO ARE:

	Percent	Number
Under 6	9.9	39,310
6 - 17.....	23.3	92,537
65+.....	25.4	100,994
Adults 18-64.....	41.4	164,821
TOTALS:	100.0	397,662

Source: United States Census Of Population, 1970

TABLE VII
AGE CHARACTERISTICS OF THE POOR IN MINNESOTA, 1970

Age	Number of Poor	Percent of All Poor	Cumulative Number	Cumulative Percent
Under 6	39,310	9.9	39,310	9.9
6 - 17	92,537	23.3	131,847	33.2
18 - 64	164,821	41.4	296,668	74.6
65 & Over	100,994	25.4	397,662	100.0
Total	397,662	100.0	397,662	100.0

Source: United States Census of Population, 1970.

About one out of every ten low-income persons was a child under six. This age group constituted 9.9% of the poverty population, or 39,310 persons. The 6-17 age group had 92,537 low-income persons, or 23.3% of all poor.

The balance of the poor were adults aged 18 through 64.² This included family heads, spouses, related children over 18 and unrelated individuals between 14 and 64 years of age. By far, this group constituted the largest age group among the poor 164,821 persons. This was 41.4% of all poor persons.

Racial Characteristics of the Poor

Race is a very important variable in delineating the poverty population. The incidence of poverty is much higher among non-whites than among whites.

²All tallies concerning "poverty level" exclude inmates of institutions, members of the armed forces living in barracks, college students living in dormitories and unrelated individuals under 14 years old. The term "poverty level" refers to the Social Security Administration's poverty index.

Although the non-white population is but a small percentage of Minnesota's total population, this segment of the population forms a significant proportion of the total poverty group. Table VIII demonstrates this fact.

TABLE VIII
RACIAL CHARACTERISTICS OF THE POOR IN MINNESOTA, 1970

Race	Total Number of Persons	Number of Poor Persons	Incidence of Poverty
White	3,738,997	381,119	10.2
Non-White	65,974	16,543	25.1
Total	3,804,971	397,662	10.5

Source: United States Census of Population, 1970.

The incidence of poverty among non-white persons was 25.1 percent. This was approximately 2 1/2 times the rate for whites, which was 10.2 percent. While comprising less than 2% of the total population (1.73%), Minnesota's non-white population accounted for slightly more than 4% of all poor persons (4.16%). This imbalance points out the fact that the risk of poverty was much higher among non-whites than among whites. About one out of every 10 whites was living in poverty, while one out of every four non-whites was poor. The proportion of poor non-whites was about 2 1/2 times their proportion of all persons.

Family Status Characteristics of the Poor

Family status is another important variable in defining the poverty population. The Census Bureau enumerated the poverty population as either family

members or unrelated individuals. Inmates of institutions were excluded from the poverty population. The following analysis looks at both of these groups separately.

The risk of being poor is much greater in female-headed families than in male-headed families. The incidence of poverty among children under 18 was 9.5 percent. But among those children living in male-headed families this incidence dropped to 7.2 percent. However, the incidence of poverty among children in female-headed families was 41.5%, or almost six times that for male-headed families.

TABLE IX
LOW-INCOME CHILDREN UNDER 18 BY TYPE OF FAMILY
AND POVERTY STATUS, FOR MINNESOTA, 1970

Family Status	Total Number of Children Under 18	Number of Poor Children Under 18	Percent of Poor Children Under 18
Male Head	1,292,452	92,538	7.2
Female Head	94,705	39,309	41.5
Total	1,387,157	131,847	9.5

Source: United States Census of Population, 1970.

The disparity was compounded by race. In non-white families, approximately one out of every three children under 18 lived in a family below the poverty index. However, in female-headed families the incidence of poverty in non-white families was 62.5 percent. In other words, in non-white female-headed families, six out of every ten children were living in poverty.

Unrelated individuals accounted for 117,967 poor persons, or 29.7% of all poor. Age was a very important factor here. The incidence of poverty was 36.5% among all unrelated individuals.

TABLE X
COUNT OF UNRELATED INDIVIDUALS
14 YEARS OLD AND OVER BY POVERTY
STATUS AND AGE, 1970, FOR MINNESOTA

Age	Above Poverty Level	Below Poverty Level	Total Number Unrelated Individuals
Under 65	146,140	58,636	204,776
Over 65	58,769	59,331	118,110
Total	204,909	117,967	322,876

Source: United States Census of Population, 1970.

However, among those aged 65 and over, this incidence was 50.2% as compared to 28.6% among those under 65 years of age. While approximately one out of every three unrelated individuals was over 65, about one out of every two poor unrelated individuals was over 65 years of age.

Another important variable in delineating the poverty population is residency. Before we can approach the problem of poverty, we must know who the poor are. Therefore, any description of the poverty population must look at the residential distribution of that population.

Distribution of Low-Income Persons

Residency plays a major role in defining the risk of poverty. While the majority of poor persons live in urban areas, the incidence of poverty is much higher in rural or non-farm areas. The rural farm population in Minnesota had the highest incidence of poverty - 19.5 percent. This was almost three times the 7.7% incidence of poverty in urban Minnesota. The rural non-farm population had an incidence of poverty of 13.6 percent.

TABLE XI
COUNT OF PERSONS BELOW THE POVERTY
LEVEL, BY RESIDENCE, 1970

Residence	Total Number of Persons	Number of Low-Income	Percent of Low-Income
Urban	2,526,560	195,414	7.7
Rural Nonfarm	790,126	107,076	13.6
Rural Farm	488,285	95,172	19.5
Total	3,804,971	397,662	10.5

Source: United States Census of Population, 1970

An analysis of the proportion of total population to total number of poor gives a further indication of the imbalance in the distribution of Minnesota's poor. Urban Minnesota (places larger than 2,499) had 66.4% of all persons in 1970. The census data indicated that 49.1% of all poor persons lived in urban places. With two out of every three persons, urban Minnesota claimed one out of every two poor persons.

The farm population consisted of only 12.8% of Minnesota's total population. Yet 23.9% of all poor lived on farms. The nonfarm population, with 20.8% of all persons, had 26.9% of all poor. Together the farm and nonfarm population accounted for 33.6% of all persons and 50.9% of all poor. Rural Minnesota, with about one-third of all persons, accounted for one out of every two poor persons. While the majority of poor lived in urban areas, the rural farm and nonfarm population had a disproportionate share of poor persons.

Distribution of Families With Incomes Less Than \$3,000

Minnesota had 82,836 families with incomes of less than \$3,000. Urban Minnesota claimed 36,845 of these families while 25,400 were rural nonfarm and 20,591 were rural farm families.

TABLE XII
FAMILY INCOME, BY RESIDENCY, FOR MINNESOTA, 1970

Income Category	R E S I D E N C E						State Totals	
	Urban		Rural		Farm			
	Number	Pct	Number	Pct	Number	Pct	Number	Pct
Under \$1,000	7,274	1.2	4,109	2.1	5,477	4.6	16,860	1.8
1,000- 1,999	11,049	1.8	9,446	4.8	5,998	5.1	26,493	2.9
2,000- 2,999	18,522	3.1	11,845	6.0	9,116	7.7	39,483	4.3
Total	36,845	6.1	25,400	12.9	20,591	17.4	82,836	9.0

Source: United States Census of Population, 1970.

Urban Minnesota, with 65.8% of all families, had only 44.5% of all families below \$3,000. Farm families accounted for 12.9% of all families, but 24.8% of all families below \$3,000. The rural nonfarm segment, with 21.3% of all families, had 30.7% of all families having incomes of less than \$3,000.

The state as a whole, had 9.0% of its families living on incomes of less than \$3,000. But only 6.1% of all urban families fell beneath this income level. By contrast, some 12.9% of all rural nonfarm families fell into this category while 17.4% of all farm families had incomes of less than \$3,000. In ratio terms, about one out of every 16 urban families lived on an income of less than \$3,000, while one out of every six farm families and one out of every eight nonfarm families fell into this category.

Distribution of Poor Families

The 1970 census counted 8.2% of all Minnesota families as beneath the poverty line. For urban families, the poverty incidence was 5.4% while it was 12.0% for rural nonfarm and 16.8% for farm families. Some 32,445 urban families were poor, while 23,535 rural nonfarm families and 19,943 farm families were low-income.

TABLE XIII

COUNT OF LOW-INCOME FAMILIES BY RATIO OF FAMILY INCOME
TO POVERTY LEVEL, BY RESIDENCE, FOR MINNESOTA, 1970

Poverty Ratio	RESIDENCE						STATE TOTALS	
	URBAN		RURAL		FARM			
	Number	Pct	Number	Pct	Number	Pct	Number	Pct
Under .50	11,218	1.9	6,377	3.3	7,562	6.4	25,157	2.7
.50- .75	7,899	1.3	7,164	3.6	5,303	4.5	20,366	2.2
.75- .99	13,328	2.2	9,994	5.1	7,078	6.0	30,400	3.3
Total	32,445	5.4	23,535	12.0	19,943	16.8	75,923	8.2

Source: United States Census of Population, 1970.

Urban families accounted for 65.8% of all families, but only 42.7% of all poor families. The rural nonfarm population, with 21.3 percent of all families, had 31.0 percent of all poor families. Farm families comprised only 12.9% of all families, yet had 26.3% of all poor families. Rural Minnesota, with slightly more than one-third of all families had nearly six out of every ten poor families.

IV. WHERE ARE THE POOR?

Introduction

One part of defining who the poor are is defining where they live. It is true that the poor are everywhere, in every school, in every church and in every community. But the incidence of poverty varies throughout the state, both numerically and proportionately.

The Poor By Geographic Distribution

The incidence of poverty and the distribution of low-income persons differed throughout the state. Anoka county had the lowest incidence of poverty (3.9%) while Todd county had the highest (28.1%) proportion of low-income citizens. Hennepin county, with 68,292 low-income persons, had the greatest number of low-income. Cook county had the lowest number of low-income persons with 421 poor. Only two other counties, Lake and Lake of the Woods, had less than 1,000 low-income persons.

The majority of counties (30) had between 2,000 to 3,000 low-income persons living within their borders. Yellow Medicine was the median county, with 2,698 low-income persons. In other words one-half of the counties had fewer than 2,698 low-income persons while the other one-half had more than this number of poor persons. Nobles, Renville and Watonwan had incidences of poverty of 14.9 percent. This was the median for incidence of poverty with 42 counties having less and 42 counties having a higher incidence of poverty.

The seven-county metropolitan area (Region XI) had an incidence of poverty of 6.6% compared to the state average of 10.5 percent. But in terms of total numbers, 123,690 poor people lived in the same area. This represented 31.1% of all the poor living in Minnesota. The seven-county area had a population of 1,874,380 persons, or 49.3% of Minnesota's total population. With about one-half of the state's total population, the metro area had about three out of every ten low-income persons. Although the incidence of poverty was much lower in the metro area the largest number of poor lived within the seven-county area.

The greatest proportion of the metro poor lived in St. Paul and Minneapolis. The census listed 79,093 poor persons in these two places. This number represented 63.9% of all the poor in the metro area. Within the Minneapolis-St. Paul area, the poor tend to be even more concentrated.

Regional Distribution of Low-Income Persons

The incidence of poverty varied among different regions within the state (see Figure 3, p. 28). Region II, with 22.4 percent, had the highest incidence of poverty. The lowest incidence of poverty occurred in Region XI, with 6.6 percent of the population beneath the poverty line. All of the regions, except Region XI, had incidences of poverty higher than the state average of 10.5 percent.

A pattern emerges if the state is divided into four rough geographic areas. The Northwest quarter tends to have the highest incidence of poverty, followed by the Southwest quarter. The Southeast (excluding the metro area) was third highest while the Northeast had the lowest incidence of poverty. The Western one-third of the state also tends to have incidences of poverty higher than the rest of the state.

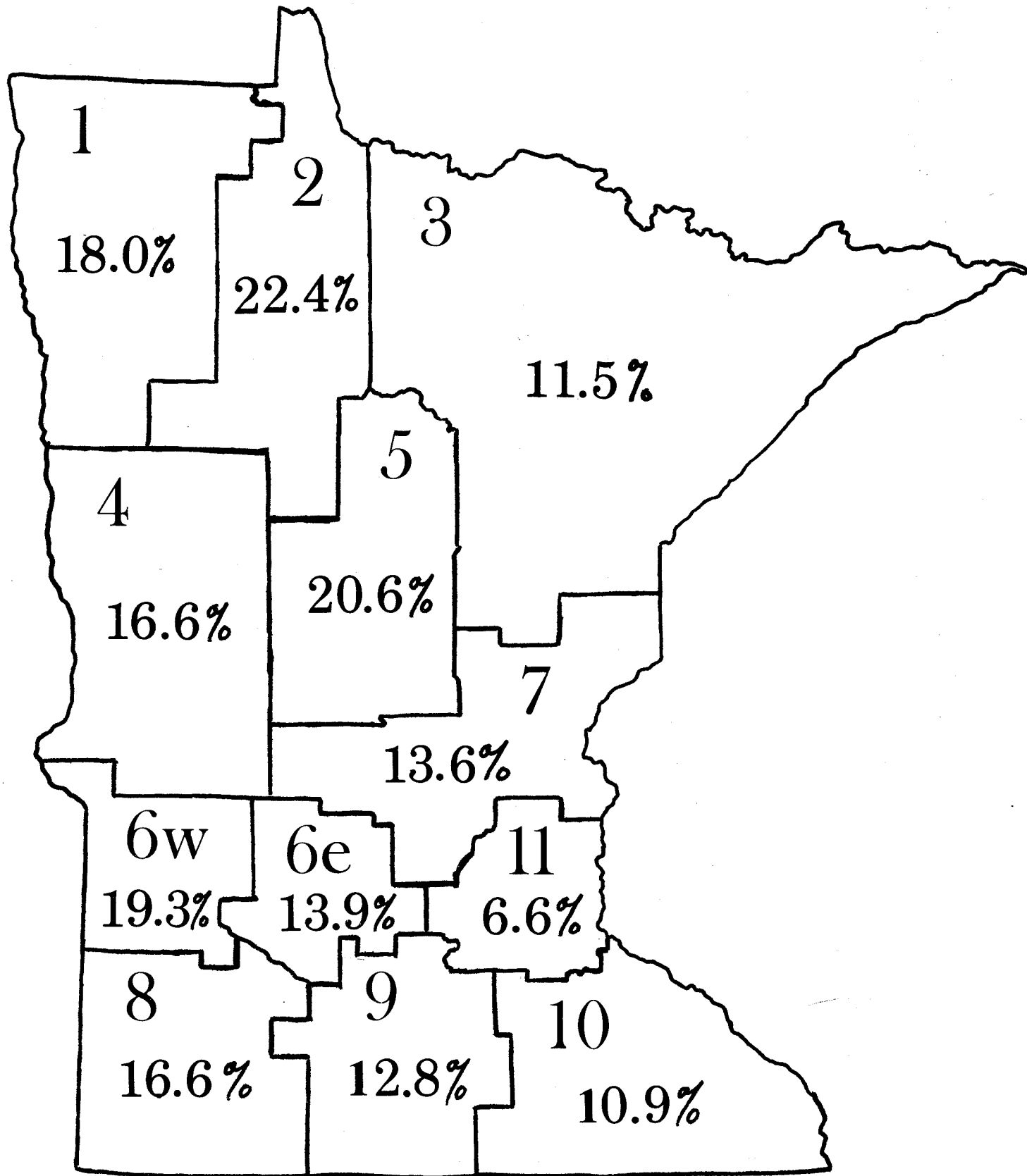
TABLE XIV
TOTAL NUMBER OF POOR AND INCIDENCE OF POVERTY
IN MINNESOTA, 1970, BY REGION

REGION	TOTAL POPULATION	AGGREGATE NUMBER OF PERSONS IN FAMILIES BELOW POVERTY LINE	COUNT OF LOW-INCOME UNRELATED INDIVIDUALS	TOTAL NUMBER LOW-INCOME PERSONS	INCIDENCE OF POVERTY
I	94,579	13,381	3,683	17,064	18.0
II	54,594	9,845	2,411	12,256	22.4
III	329,603	24,876	12,913	37,789	11.5
IV	185,376	23,233	7,612	30,845	16.6
V	113,624	18,769	4,624	23,393	20.6
VI E	98,159	10,563	3,088	13,651	13.9
VI W	61,809	9,759	2,160	11,919	19.3
VII	249,869	25,549	8,410	33,959	13.6
VIII	141,532	18,864	4,567	23,431	16.6
IX	218,077	20,108	7,825	27,933	12.8
X	383,369	29,154	12,578	41,732	10.9
XI	1,874,380	75,594	48,096	123,690	6.6
Total	3,804,971	279,695	117,967	397,662	10.5

Source: United States Census of Population, 1970.

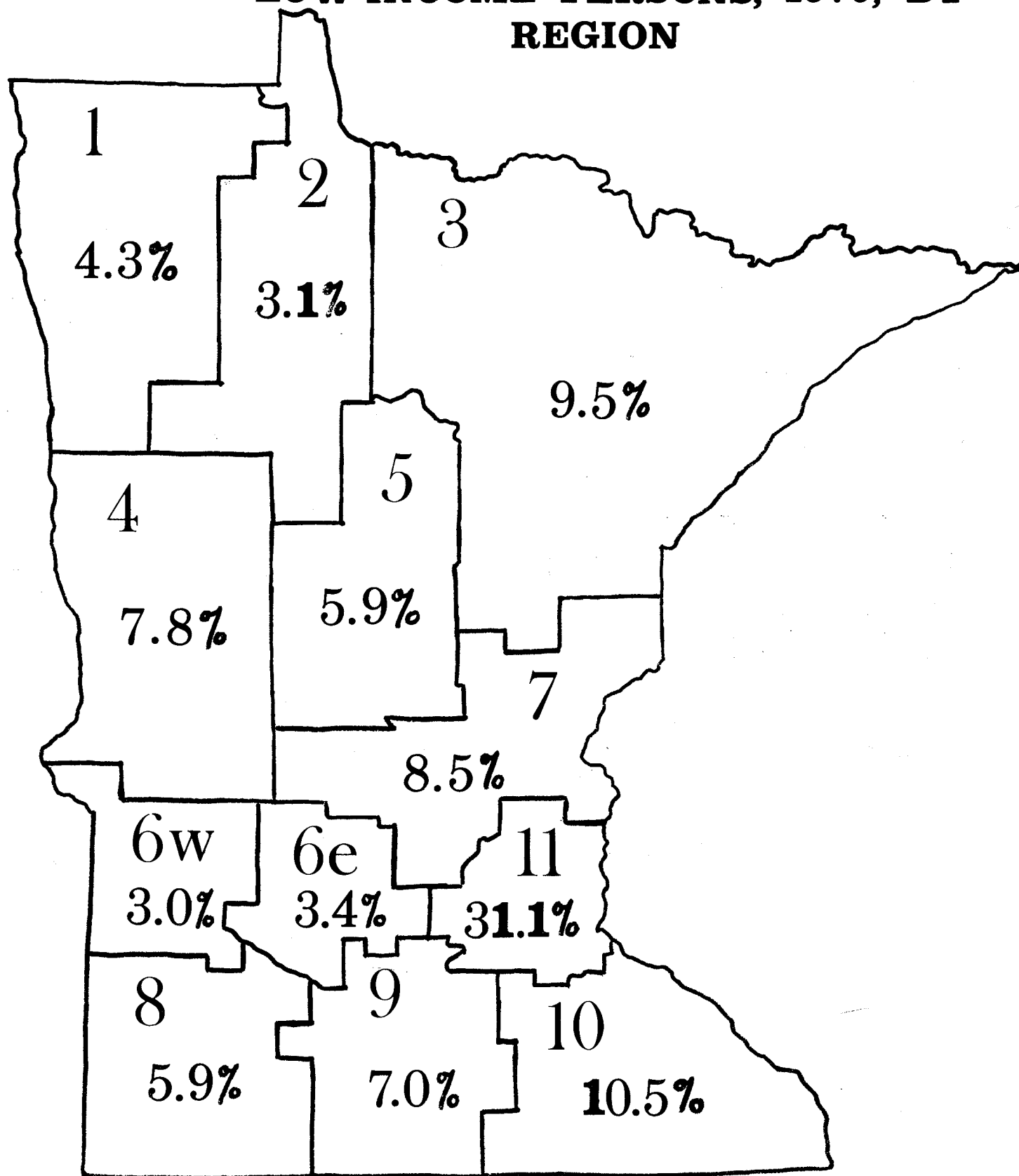
Percentages alone do not give an adequate picture of the extent and intensity of poverty in an area. The actual numbers of poor must also be considered. The greatest number of low-income persons lived in Region XI with 123,690 persons beneath the poverty line. Region II, with the highest incidence of poverty, had the lowest number of low-income persons with 12,256 poor people. Region XI also had the greatest proportion of all poor Minnesotans. The metro area held 31.1% of total poor population. (See Figure 4, page 29). Region X had the second largest proportion with 10.5% of all the poor. The lowest proportion of the state's poor occurred in Region VIW with only 3.0% of the total poor.

**FIGURE 3. INCIDENCE OF POVERTY AMONG
ALL PERSONS, 1970, BY REGION**



Source: United States Census of Population, 1970

**FIGURE 4. PERCENTAGE DISTRIBUTION OF
LOW-INCOME PERSONS, 1970, BY
REGION**



Source: United States Census of Population, 1970

Regional Distribution of Low-Income Families

The Census data defined the following variations in the incidence of poverty among families. The highest incidence of poverty among families occurred in Region II with 19.7 percent. Region XI, with 4.7 percent, had the lowest incidence. All the regions, except XI, had incidences of poverty higher than the state average (see Figure 5, page 31).

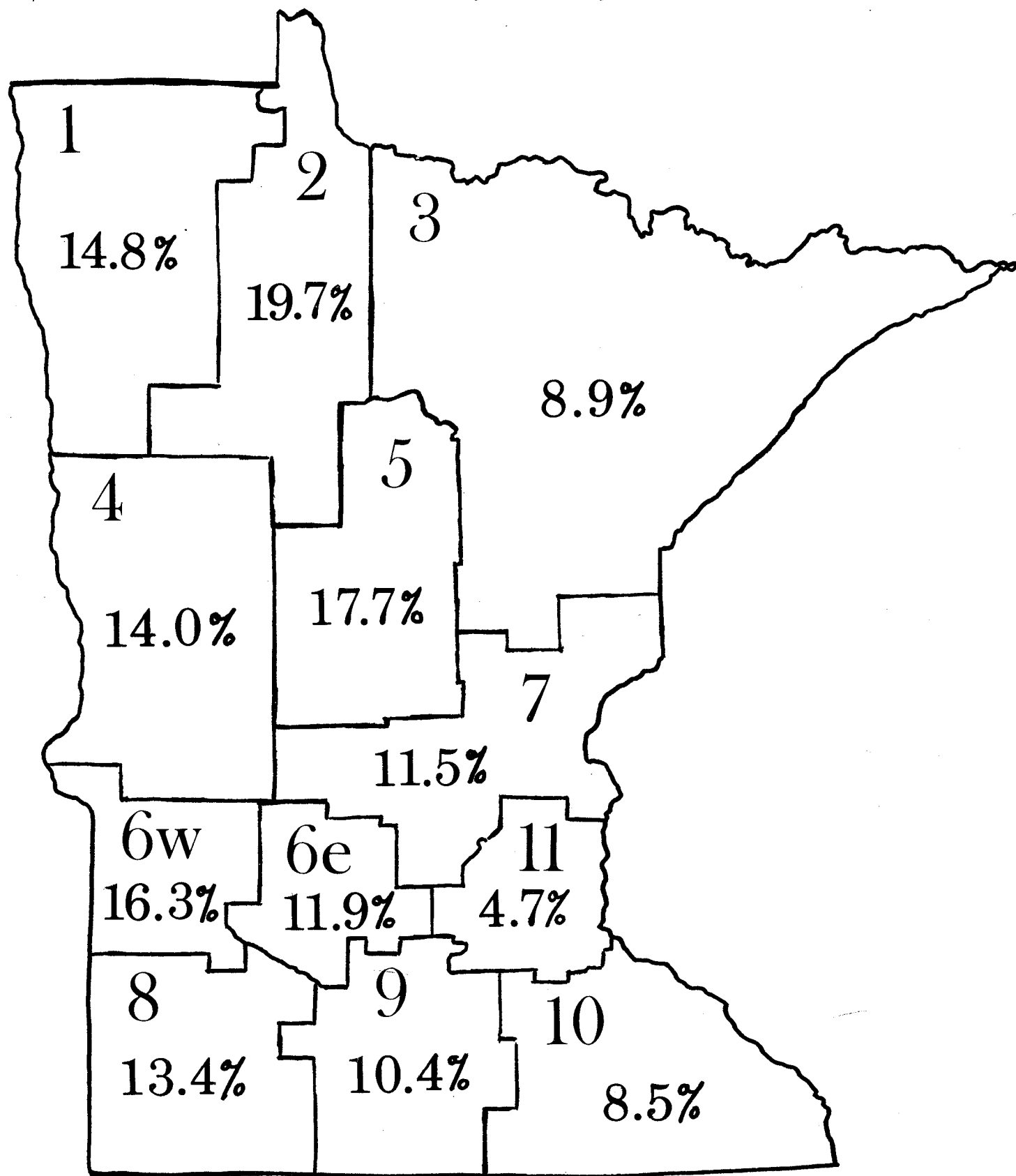
TABLE XV
TOTAL NUMBER AND PERCENT OF LOW-INCOME FAMILIES
IN MINNESOTA, 1970, BY REGION

REGION	TOTAL NUMBER FAMILIES	LOW-INCOME FAMILIES BY RATIO OF INCOME TO POVERTY LEVEL			TOTAL NUMBER LOW-INCOME FAMILIES	PERCENT LOW-INCOME
		Under .50	.50-.74	.75-.99		
I	23,591	1,062	954	1,472	3,488	14.8
II	13,149	756	778	1,059	2,593	19.7
III	81,940	2,079	2,029	3,194	7,302	8.9
IV	45,716	2,017	1,772	2,618	6,407	14.0
V	27,764	1,464	1,603	1,846	4,913	17.7
VI E	24,697	985	855	1,110	2,950	11.9
VI W	15,899	752	787	1,048	2,587	16.3
VII	56,603	2,020	1,866	2,617	6,503	11.5
VIII	35,121	1,586	1,301	1,809	4,696	13.4
IX	52,657	1,860	1,367	2,270	5,497	10.4
X	92,676	2,256	2,286	3,369	7,911	8.5
XI	451,519	8,320	4,768	7,988	21,076	4.7
TOTAL	921,332	25,157	20,366	304,00	75,923	8.2

Source: United States Census of Population, 1970.

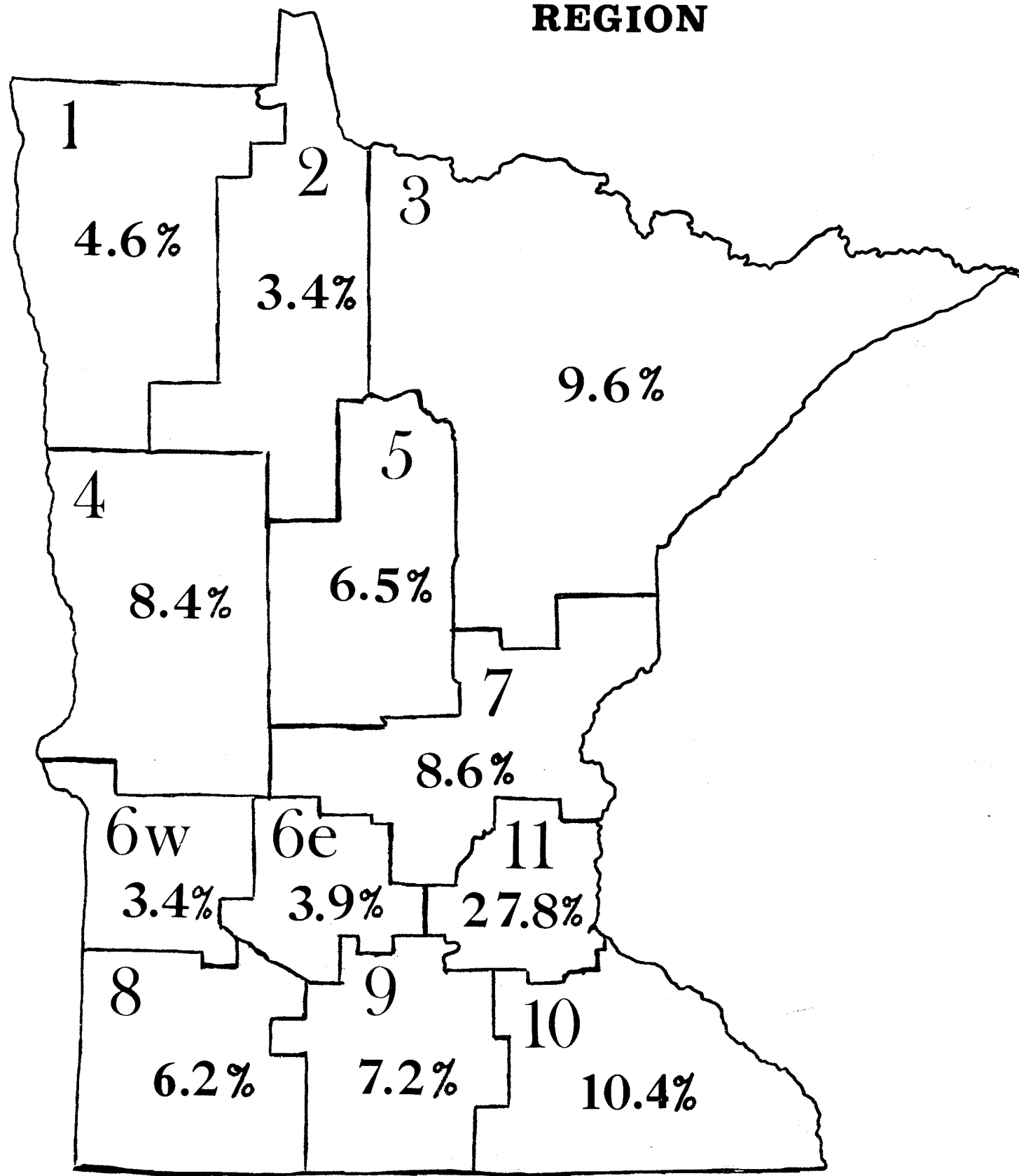
Region XI, with 21,076 poor families, had the greatest number of poor families. Region VI W had the fewest, with a total of 2,587 low-income families.

FIGURE 5. INCIDENCE OF POVERTY AMONG FAMILIES, 1970, BY REGION



Source: United States Census of Population, 1970

**FIGURE 6. PERCENTAGE DISTRIBUTION OF
LOW-INCOME FAMILIES, 1970, BY
REGION**



Source: United States Census of Population, 1970

In terms of proportion of all poor families, Region XI had 27.8% of all low-income families. Region X had the second greatest proportion with 10.4% of all low-income families.

Regional Distribution of Families With Incomes of Less Than \$3,000

The pattern for the distribution of families with incomes less than \$3,000 was similar to that for poor families (by census definition.) Region XI, with the lowest incidence, had the greatest number of families in this income bracket. Region II, with the highest incidence, had the lowest total number of families.

TABLE XVI
FAMILY INCOME AND POVERTY STATUS FOR
MINNESOTA, 1970, BY REGION

REGION	TOTAL NUMBER OF FAMILIES	FAMILIES BY INCOME CATEGORY			TOTAL NUMBER Under \$3,000	PCT UNDER \$3,000
		\$0-999	\$1,000-1,999	\$2,000-2,999		
I	23,591	756	1,246	1,820	3,822	16.2
II	13,149	477	989	1,124	2,590	19.7
III	81,940	1,358	2,645	4,097	8,100	9.9
IV	45,716	1,330	2,503	3,343	7,176	15.7
V	27,764	907	1,933	2,472	5,312	19.1
VI E	24,697	701	1,102	1,504	3,307	13.4
VI W	15,899	491	987	1,211	2,689	16.9
VII	56,603	1,259	2,455	3,276	6,990	12.3
VIII	35,121	1,172	1,421	2,324	4,917	14.0
IX	52,657	1,407	1,791	2,676	5,874	11.2
X	92,676	1,441	2,944	4,628	9,013	9.8
XI	451,519	5,561	6,477	11,008	23,046	5.1
Total	921,332	16,860	26,493	39,483	82,836	9.0

Source: United States Census of Population, 1970.

Region II had 2,590 families with incomes of less than \$3,000. This was 19.7 percent of all families. Region XI had 23,046 families in this category, or 5.1 percent of all families. Again, all the regions had incidences higher than the state average with the one exception of Region XI.

V. WHO IS "TYPICALLY" POOR?

Introduction

It has been implied throughout this report that a "typical" poor person cannot be defined. This is true, except for broad generalizations. Indeed, it is almost impossible to speak of a "typically" poor person. But the data does point out that there are groups of persons who run higher risks of being poor than do others.

The "Typical" Poor In Minnesota

The "typical" poor in Minnesota tended to be the old and the young, those living alone and those living in families headed by a female. The poor tended to live in rural small towns or scattered farmsteads. If you were a non-white, your risk of being poor was three times as great as that of white. If you lived on a farm or were over 65 years of age, your chances of being poor are two to three times greater than those for urban people or younger persons. The following generalizations can be made concerning the "typically" poor in Minnesota.

- Approximately one out of every ten Minnesotans lived in poverty in 1970.
- About one out of every four poor persons (25.4%) was 65 years of age or older.
- One out of every ten poor persons was a child under 6 years of age.
- About one out of every four poor persons (23.3%) was aged 6 through 17.
- Children under 18 and senior citizens 65 and over accounted for 6 out of every ten poor persons.
- Approximately 4 out of every 10 poor persons was an adult aged 18 to 64.
- About one out of every 20 male civilian family heads earned an income less than the poverty level.

- Slightly more than 8 out of every ten male civilian family heads listed as poor were also classified as being in the labor force.
- About 3 out of every 10 females heading a poor family were also listed as being in the labor force.
- Of the adult poor, approximately one out of every five was a male civilian family head while approximately one out of every three was an unrelated individual. Female family heads accounted for about one out of every 10 adult poor persons.
- About one out of every seven poor families (14.4%) was receiving public assistance income.
- Of all poor persons, one out of four (24.6%) was receiving Social Security income.
- One out of every seven poor families (15.0%) lived in a household lacking some or all plumbing facilities.

The above data, from the 1970 Census, give an indication of the complexity of the poverty problem. Any attempt to develop an anti-poverty strategy or policy must take into account all of those variables. A simplistic approach to eliminating poverty is doomed to failure.

VI. CAUSES AND CONDITIONS OF POVERTY

It is much easier to document the existence of poverty statistically than to explain its causes or conditions. Indeed, poverty in the midst of affluence is a difficult paradox to explain. It seems to be a contradiction that some remain poor when so many others have successfully become affluent. Many assume that anyone who wishes to live well can do so through his individual efforts. This is not so.

The Commission has concluded that . . . our economic and social structure virtually guarantees poverty for millions of Americans. Unemployment and underemployment are basic facts of American life. The risks of poverty are common to millions more who depend on earnings for their income. We all grow old. We all can fall victim to unemployment caused by technological change or industrial relocation. Any of us could become sick or disabled. And becoming unpoor is extraordinarily difficult. What does a disabled man, an elderly couple, or a child do to escape poverty? How does a woman with six children survive while she is hunting work or being trained? How does an unskilled, middle-aged laborer adjust to the loss of a job?

The simple fact is that most of the poor remain poor because access to income through work is currently beyond their reach.¹

Statistics taken from the 1970 Census would support the above statement. An analysis of low-income families by source of income revealed the following.

--Over one-half of all low-income families reported earnings as the source of their family income.

--About one out of every three low-income families reported Social Security and/or railroad retirement as the source of their family income.

¹Poverty Amid Plenty: The American Paradox, The Report of the President's Commission on Income Maintenance Programs, United States Government Printing Office, Washington, D. C., November, 1969, p. 3-4.

--Only about one out of every twelve reported public assistance or welfare payments as one source of their family income.

--Of all civilian male family heads 14-64 years old, 5.2 percent headed a poor family. Of this number, 81.5% were employed.

The above statements reveal that most of the family heads were working. Outlined below is a list of some of the major causes of poverty in Minnesota.

1. Rural Economy. A major cause of poverty in rural Minnesota is a depressed rural economy. Technological progress has brought sharp declines in the manpower needs of agriculture, forestry and mining. Other industries have not replaced the jobs lost, or have supplied too few jobs for the new entries into the labor market. For example, farm employment was reduced greatly during the past two decades. Moreover, the need for agricultural labor will continue to decrease during the next two decades. Lack of industrialization, marginal farm land, low farm prices, and depletion of raw materials in resources industries have also contributed to rural poverty.

There are other reasons for rural poverty. Major social welfare legislation enacted to protect individuals from economic calamities does not extend to all persons. Some 143,500 agricultural workers (farmers, farm laborers, etc.) are not covered by unemployment compensation. Another 168,000 local government workers do not have this protection. Additionally, some 52,000 agricultural (hired) workers are not covered by any minimum wage law, as is the case with 151,900 domestic and self-employed persons.

2. Lack of Economic Opportunity. Lack of training, race, or rural residency are some of the leading factors that lock persons into low-paying jobs or prevent a rise on the socio-economic scale. Rural residency immediately inhibits the parameters of economic choice. There is little chance for career advancement. Also, lack of education-vocational, technical or secondary-combines with such variables as racial discrimination, lack of transportation, age, etc., to create a situation in which people are unable or incapable of taking advantage of the opportunities that do exist. Many persons simply are eliminated from the competitive job market because of the lack of the above.

3. Social Conditions. There are several social conditions listed as concomitants of poverty in Minnesota. Age, large families, high divorce rates and isolation are some of these conditions. Also, mental and emotional disabilities are often the cause as well as a condition of poverty. Indeed, emotional or mental problems can be a greater obstacle to personal advancement than lack of opportunity.

4. Lack of Consumer Knowledge. Lack of knowledge of good dietary habits, inadequate mental and dental care, etc., contribute to poverty in several ways. An inadequate diet can lead to higher incidence of sickness or disease. The more doctor bills a family has, the less expendable income is left at their disposal. Also, lack of knowledge about financial planning or consumer education or even lack of knowledge of home maintenance are conditions of poverty.

5. Lack of Adequate Medical and Dental Facilities. Poor transportation networks, lack of preventative health educational facilities and generally poor services tend to accentuate poverty. Also, lack of legal aid services or day care facilities contribute to the conditions of poverty.

VII, CONCLUSION

Poverty is a fact of life. Our society has also committed itself to eliminating poverty in America. As was noted before, substantial gains did take place during the past decade. But a residue proportion of families tend to remain poor. How can this number and proportion be reduced? The following, taken from the publication Our Poor Neighbors, gives a frame of reference within which just such a poverty policy might be developed:

There are three strategies we can employ to combat dependency and poverty.

We can change the surroundings. We can make more jobs available, control inflation and reduce accidents, disease, war, crime and pollution. We can create full employment, rejuvenate depressed areas, rebuild slums, improve housing and cut prices and costs in ghettos. These measures alone won't solve all of our problems of dependency and poverty, but they will help the poor make better use of whatever money and ability they have.

We can change the people. We can offer vocational training, adult basic education, job counseling, vocational rehabilitation and on-the-job training. We can treat diseases and mental illness, train the retarded, relocate the poor, improve schools, and so on. This strategy won't solve all poverty problems either. For instance, it will not lift the incomes of the aged or the mothers of small children, nor create jobs during depressions. But it will develop the potential of people and bring them closer to being able to support themselves.

We can give the poor money. We can distribute food, provide housing and medical care, and serve free school lunches--all substitutes for cash in the pocket. We can subsidize housing loans, moving loans, farm loans, medical loans, school loans and so on, also as a substitute for direct money aid. We can provide retirement bonuses, veterans pensions, unemployment compensation, soil bank payments, old age assistance. Aid to the blind and dependent children is another example of income transfer.

Money won't solve all problems. But more money will make the poor less poor.

We use all three strategies in the United States. The choice is not whether to help our poor neighbors. We are committed to some level of public help. Nor does the policy issue involve which strategy is best or which is ineffective. All are effective in their own way. The poor need some income maintenance, some improvement of surroundings and some human development. Three classes of policy issues face us. We can --

employ more of one strategy and less of another (say more income maintenance in total and less vocational training).

Reorganize our effort under one or the other strategy to make it more effective (make income maintenance provide equal aid to all who are equally poor, for example).

Increase or decrease the total level of help to the poor by spending more or less on one, two or even all three strategies (spend more on income maintenance by covering the working poor, for example.)¹

The past and current categorical programs to aid the poor have not always achieved their stated goals. Anti-poverty strategies cannot be simplistic in their approaches. Only a comprehensive and coordinated planned approach will achieve the goal of eliminating poverty. The following, taken from the Economic Opportunity Act of 1964, outlines the commitment this nation had and should continue to have to bring economic and social justice to all its citizens.

Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in world history and although these benefits are widely shared throughout the nation, poverty continues to be the lot of a substantial number of our people. The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty.....

¹Our Poor Neighbors, Arnold Paulsen, William Saupe, Lynn Daft and Don Nelson, Iowa State University, September, 1970, p. 3-4.

BIBLIOGRAPHY

Harrington, Michael. The Other America: Poverty In The United States, Baltimore: Penguin Books, Inc., 1966.

Paulson, Arnold, William Saupe, Lynn Daft, and Don Nelson. Our Poor Neighbors, Ames: Iowa State University, 1970.

Poverty Amid Plenty: The American Paradox. The report of the President's Commission on Income Maintenance Programs, Washington: United States Government Printing Office, November, 1969.

The Poor In 1970: A Chartbook. Office of Planning, Research and Evaluation, Office of Economic Opportunity, Washington: Government Printing Office, 1972.

United States Bureau of the Census, Census of Population, 1970, Fourth Count Computer Summary Tape (as processed by the Minnesota Analysis and Planning System, University of Minnesota).

United States Bureau of the Census, Current Population Reports, Series P-60, No. 68, "Poverty In The United States, 1959 to 1968," December 31, 1969.

United States Bureau of the Census, Census of Population, 1970, General Social and Economic Characteristics, Minnesota, PC (1)-C25. Washington: United States Government Printing Office, 1972.

APPENDIXES

APPENDIX

A

POVERTY STATISTICS

FOR THE

STATE OF MINNESOTA

1970

TABLE I
FAMILY INCOME, BY RESIDENCY, FOR THE
STATE OF MINNESOTA, 1970

Income Category		Residence						State Totals	
		Urban		Rural		Farm			
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under	\$ 1,000	7,274	1.2	4,109	2.1	5,477	4.6	16,860	1.8
	\$ 1,000-\$ 1,999	11,049	1.8	9,446	4.8	5,998	5.1	26,493	2.9
	\$ 2,000-\$ 2,999	18,522	3.1	11,845	6.0	9,116	7.7	39,483	4.3
	\$ 3,000-\$ 3,999	21,932	3.6	12,113	6.2	10,214	8.6	44,259	4.8
	\$ 4,000-\$ 4,999	22,758	3.8	11,755	6.0	10,354	8.7	44,867	4.9
	\$ 5,000-\$ 5,999	24,181	4.0	13,356	6.8	10,492	8.8	48,029	5.2
	\$ 6,000-\$ 6,999	28,330	4.7	14,666	7.5	9,055	7.6	52,051	5.6
	\$ 7,000-\$ 7,999	34,797	5.7	16,946	8.6	8,774	7.4	60,517	6.6
	\$ 8,000-\$ 8,999	41,787	6.9	16,813	8.5	7,813	6.6	66,413	7.2
	\$ 9,000-\$ 9,999	44,394	7.3	15,284	7.8	6,598	5.6	66,276	7.2
	\$10,000-\$11,999	93,540	15.4	26,154	13.3	11,531	9.7	131,225	14.2
	\$12,000-\$14,999	106,370	17.6	21,947	11.2	9,563	8.1	137,880	15.0
	\$15,000-\$24,999	119,119	19.7	17,934	9.1	9,975	8.4	147,028	16.0
	\$25,000-\$49,999	26,576	4.4	3,698	1.9	3,267	2.8	33,541	3.6
	\$50,000 and over	5,239	.9	717	.4	454	.4	6,410	.7
TOTAL		605,868	100.1	196,783	100.2	118,681	100.1	921,332	100.0
MEDIAN RANGE		\$ 10,000		\$ 8,000		\$ 6,000		\$ 9,000	

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE II
INCOME OF UNRELATED INDIVIDUALS, BY RESIDENCY
FOR THE STATE OF MINNESOTA, 1970

Income Category	Residence						State Totals	
	Urban		Rural		Farm			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under \$ 1,000	55,034	19.1	14,045	24.3	3,509	25.3	72,588	20.2
\$ 1,000-\$ 1,999	64,389	22.3	17,418	30.2	3,447	24.8	85,254	23.7
\$ 2,000-\$ 2,999	37,276	12.9	8,603	14.9	2,137	15.4	48,016	13.3
\$ 3,000-\$ 3,999	27,147	9.4	5,047	8.7	1,306	9.4	33,500	9.3
\$ 4,000-\$ 4,999	22,372	7.8	2,943	5.1	874	6.3	26,189	7.3
\$ 5,000-\$ 5,999	18,910	6.6	2,197	3.8	760	5.5	21,867	6.1
\$ 6,000-\$ 6,999	15,597	5.4	1,898	3.3	491	3.5	17,986	5.0
\$ 7,000-\$ 7,999	12,906	4.5	1,600	2.8	330	2.4	14,836	4.1
\$ 8,000-\$ 8,999	9,582	3.3	1,074	1.9	243	1.7	10,899	3.0
\$ 9,000-\$ 9,999	6,712	2.3	964	1.7	180	1.3	7,856	2.2
\$10,000-\$11,999	8,218	2.9	954	1.7	229	1.6	9,401	2.6
\$12,000-\$14,999	5,101	1.8	484	.8	138	1.0	5,723	1.6
\$15,000-\$24,999	3,641	1.3	397	.7	164	1.2	4,202	1.2
\$25,000-\$49,999	979	.3	100	.2	51	.4	1,130	.3
\$50,000 and over	345	.1	17	.0	33	.2	395	.1
TOTAL	288,209	100.0	57,741	100.1	13,892	100.0	359,842	100.0
MEDIAN RANGE	\$ 2,000		\$ 1,000		\$ 1,000		\$ 2,000	

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE III
COUNT OF LOW-INCOME FAMILIES BY RATIO OF FAMILY
INCOME TO POVERTY LEVEL, BY RESIDENCE,
FOR MINNESOTA, 1970

Poverty Ratio		Residence								Cumulative Percent
		Urban		Rural		Farm		State Totals		
		Number	Pct.	Number	Pct.	Number	Pct.	Number	Pct.	
Under .50		11,218	1.9	6,377	3.2	7,562	6.4	25,157	2.7	2.7
.50- .74		7,899	1.3	7,164	3.6	5,303	4.5	20,366	2.2	4.9
.75- .99		13,328	2.2	9,994	5.1	7,078	6.0	30,400	3.3	8.2
1.00-1.24		17,352	2.9	11,952	6.1	7,649	6.4	36,952	4.0	12.3
1.25-1.49		20,385	3.4	13,158	6.7	8,569	7.2	42,112	4.6	16.8
1.50-1.99		57,912	9.6	30,141	15.3	16,660	14.0	104,713	11.4	28.2
2.00-2.99		152,757	25.2	54,468	27.7	25,229	21.3	232,454	25.2	53.4
3.00-plus		325,017	53.6	63,529	32.2	40,632	34.2	429,178	46.6	100.0
TOTAL		605,868	100.1	196,783	100.0	118,681	100.0	921,332	100.0	100.0

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE IV
FAMILY INCOME AND POVERTY STATUS, BY RACE
FOR THE STATE OF MINNESOTA, 1970

Income Category	<u>All Families</u>		<u>White Families</u>		<u>Non-White Families</u>	
	Number	Percent	Number	Percent	Number	Percent
Under \$1,000	16,860	1.8	16,226	1.8	634	4.9
\$ 1,000-\$ 1,999	26,493	2.9	25,857	2.8	636	4.9
\$ 2,000-\$ 2,999	39,483	4.3	38,558	4.2	925	7.1
\$ 3,000-\$ 3,999	44,259	4.8	43,035	4.7	1,224	9.4
\$ 4,000-\$ 4,999	44,867	4.9	43,821	4.8	1,046	8.0
\$ 5,000-\$ 5,999	48,029	5.2	47,037	5.2	992	7.6
\$ 6,000-\$ 6,999	52,051	5.6	51,269	5.6	782	6.0
\$ 7,000-\$ 7,999	60,517	6.6	59,584	6.6	933	7.1
\$ 8,000-\$ 8,999	66,413	7.2	65,520	7.2	893	6.8
\$ 9,000-\$ 9,999	66,276	7.2	65,589	7.2	687	5.3
\$10,000-\$11,999	131,225	14.2	129,907	14.3	1,318	10.1
\$12,000-\$14,999	137,880	15.0	136,525	15.0	1,355	10.4
\$15,000-\$24,999	147,028	16.0	145,654	16.0	1,374	10.5
\$25,000-\$49,999	33,541	3.6	33,336	3.7	205	1.6
\$50,000 and over	6,410	0.7	6,365	0.7	45	0.3
TOTAL	921,332	100.1	908,283	99.8	13,049	100.0

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE V
COUNT OF FAMILIES BY RATIO OF FAMILY
INCOME TO POVERTY LEVEL, BY RACE,
FOR MINNESOTA, 1970

Poverty Ratio	<u>All Families</u>		<u>White Families</u>		<u>Non-White Families</u>	
	Number	Percent	Number	Percent	Number	Percent
Under .50	25,157	2.7	24,148	2.7	1,009	7.7
.50- .74	20,366	2.2	19,566	2.2	800	6.1
.75- .99	30,400	3.3	29,251	3.2	1,149	8.8
1.00-1.24	36,952	4.0	35,888	4.0	1,064	8.2
1.25-1.49	42,112	4.6	41,255	4.5	857	6.6
1.50-1.99	104,713	11.4	103,128	11.3	1,585	12.1
2.00-2.99	232,454	25.2	229,765	25.3	2,689	20.6
3.00 or more	429,178	46.6	425,282	46.8	3,896	29.9
TOTAL	921,332	100.0	908,283	100.0	13,049	100.0

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

APPENDIX B

POVERTY STATISTICS FOR
THE STATE OF MINNESOTA
BY COUNTY, 1970

TABLE VI
TOTAL NUMBER OF POOR AND INCIDENCE
OF POVERTY IN MINNESOTA, 1970
BY STATE AND COUNTY

County	Number of Persons Below Poverty Level				Percent Low-Income
	Total Population	Family Members	Unrelated Individuals	Total Low Income Persons	
State	3,804,971*	279,695	117,967	397,662	10.5
Aitkin	11,403	1,956	546	2,502	21.9
Anoka	154,556	4,711	1,297	6,008	3.9
Becker	24,372	4,379	911	5,290	21.7
Beltrami	26,373	4,224	1,222	5,466	20.7
Benton	20,841	2,124	556	2,680	12.9
Big Stone	7,941	1,320	259	1,579	20.0
Blue Earth	52,322	3,142	3,032	6,174	11.8
Brown	28,887	3,374	959	4,333	15.0
Carlton	28,072	2,151	928	3,079	11.0
Carver	28,310	1,733	496	2,229	7.9
Cass	17,323	3,451	727	4,178	24.1
Chippewa	15,109	1,921	476	2,397	15.9
Chisago	17,492	1,348	558	1,906	10.9
Clay	46,585	2,924	2,042	4,966	10.6
Clearwater	8,013	1,695	397	2,092	26.1
Cook	3,423	288	133	421	12.0
Cottonwood	14,887	1,718	396	2,114	14.2
Crow Wing	34,826	3,491	1,362	4,853	13.9
Dakota	139,808	4,624	1,300	5,924	4.2
Dodge	13,037	1,490	328	1,818	13.9
Douglas	22,892	3,010	1,102	4,112	18.0
Faribault	20,896	2,622	650	3,272	15.7
Fillmore	21,916	3,281	774	4,055	18.5
Freeborn	38,064	2,621	1,166	3,787	9.9
Goodhue	34,763	2,936	1,023	3,959	11.4
Grant	7,462	1,340	286	1,626	21.8
Hennepin	960,080	38,918	29,374	68,292	7.1
Houston	17,556	1,770	465	2,235	12.7
Hubbard	10,583	1,964	475	2,439	23.0
Isanti	16,560	896	440	1,336	6.0

*The population figures do not include corrections on total numbers of persons published by the Census Bureau subsequent to the release of the 4th Count Census Tape.

TABLE VI Cont.

Number of Persons Below Poverty Level

County	Total Population	Family Members	Unrelated Individuals	Total Low-Income Persons	Percent Low-Income
Itasca	35,530	4,272	986	5,258	14.8
Jackson	14,352	1,654	492	2,146	15.0
Kanabec	9,775	1,233	292	1,525	15.6
Kandiyohi	30,548	3,040	1,182	4,222	13.8
Kittson	6,853	835	209	1,044	15.2
Koochiching	17,131	1,687	532	2,219	13.0
Lac Qui Parle	11,164	2,131	359	2,490	21.6
Lake	13,351	645	336	981	7.3
Lake of The Woods	3,987	618	119	737	18.5
Le Sueur	21,332	1,979	644	2,623	12.3
Lincoln	8,143	1,775	405	2,180	26.8
Lyon	24,273	2,716	838	3,554	14.6
Mahnomen	5,638	1,324	198	1,522	27.0
Marshall	13,060	2,961	420	3,381	25.9
Martin	24,316	2,090	637	2,727	11.2
McLeod	27,662	2,290	710	3,000	10.8
Meeker	18,810	2,671	613	3,284	17.5
Mille Lacs	15,703	2,150	586	2,736	17.4
Morrison	26,949	4,748	1,012	5,760	21.4
Mower	43,783	3,641	1,152	4,793	10.9
Murray	12,508	1,898	276	2,174	17.4
Nicollet	24,518	1,766	632	2,398	9.8
Nobles	23,208	2,669	782	3,451	14.9
Norman	10,008	1,655	485	2,140	21.4
Olmsted	84,104	3,763	2,953	6,716	8.0
Otter Tail	46,097	6,584	1,770	8,354	18.1
Pennington	13,266	1,087	739	1,826	13.8
Pine	16,821	1,839	754	2,593	15.4
Pipestone	12,791	2,156	478	2,634	20.6
Polk	34,435	4,086	1,228	5,314	15.4
Pope	11,107	1,503	349	1,852	16.7
Ramsey	476,255	20,203	14,154	34,357	7.2
Red Lake	5,388	1,106	153	1,259	23.3
Redwood	20,024	3,128	627	3,755	18.8
Renville	21,139	2,562	583	3,145	14.9
Rice	41,582	2,522	1,239	3,761	9.0
Rock	11,346	1,150	273	1,423	12.5
Roseau	11,569	1,651	449	2,100	18.2
St. Louis	220,693	13,877	9,452	23,329	10.6
Scott	32,423	2,209	553	2,762	8.5

TABLE VI Cont.

County	Number of Persons Below Poverty Level				Percent Low-Income
	Total Population	Family Members	Unrelated Individuals	Total Low-Income Persons	
Sherburne	18,344	1,048	514	1,562	8.5
Sibley	15,845	2,132	384	2,516	17.2
Stearns	95,400	11,122	3,750	14,872	15.6
Steele	26,931	1,839	707	2,546	9.5
Stevens	11,218	1,190	643	1,833	16.3
Swift	13,177	2,270	485	2,755	20.9
Todd	22,144	5,218	1,003	6,221	28.1
Traverse	6,254	1,174	249	1,423	22.2
Wabasha	17,224	1,788	668	2,456	14.3
Wadena	12,412	1,861	520	2,381	19.2
Waseca	16,663	1,445	457	1,902	11.4
Washington	82,948	3,196	922	4,118	5.0
Watsonwan	13,298	1,558	430	1,988	14.9
Wilkin	9,389	1,129	260	1,389	14.8
Winona	44,409	3,503	2,103	5,606	12.6
Wright	38,933	3,789	960	4,749	12.2
Yellow Medicine	14,418	2,117	581	2,698	18.7

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE VII
TOTAL NUMBER AND PERCENT OF LOW-INCOME FAMILIES IN
MINNESOTA, 1970, BY COUNTY AND STATE TOTALS

COUNTY	TOTAL NUMBER FAMILIES	LOW-INCOME FAMILIES BY RATIO OF INCOME TO POVERTY LEVEL			TOTAL LOW-INCOME FAMILIES	PERCENT LOW-INCOME
		Under .50	.50-.74	.75-.99		
State Totals	921,332	25,157	20,366	30,400	75,923	8.2
Aitkin	3,041	147	201	208	556	18.3
Anoka	36,331	606	270	359	1,235	3.4
Becker	6,181	354	293	477	1,124	18.2
Beltrami	5,974	279	338	419	1,036	17.3
Benton	4,825	180	172	161	513	10.6
Big Stone	2,011	100	85	129	314	8.3
Blue Earth	11,508	248	248	404	900	7.8
Brown	6,977	318	192	371	881	12.6
Carlton	6,760	125	195	263	583	8.6
Carver	6,985	219	100	179	498	7.1
Cass	4,337	267	322	338	927	21.4
Chippewa	3,913	123	188	196	507	13.0
Chisago	4,384	118	135	196	449	10.2
Clay	10,505	257	187	374	818	7.8
Clearwater	2,040	131	185	174	490	24.0
Cook	914	34	17	25	76	8.3
Cottonwood	3,922	161	124	174	459	11.7
Crow Wing	8,721	255	304	449	1,008	11.6
Dakota	33,211	472	268	438	1,178	3.5
Dodge	3,324	106	110	177	393	11.8
Douglas	5,799	235	296	324	855	14.7
Faribault	5,410	240	161	302	703	13.0
Fillmore	5,642	221	241	375	837	14.8
Freeborn	9,602	239	195	350	784	8.2
Goodhue	8,766	178	233	421	832	9.5
Grant	2,025	132	70	149	351	17.3
Hennepin	233,910	4,281	2,517	4,166	10,964	4.7
Houston	4,268	62	164	214	440	10.3
Hubbard	2,791	176	149	252	577	20.7
Isanti	3,770	64	108	142	314	8.3
Itasca	9,003	298	292	554	1,144	12.7
Jackson	3,603	168	115	165	448	12.4
Kanabec	2,525	113	77	154	344	13.6
Kandiyohi	7,536	242	244	346	832	11.0
Kittson	1,838	78	55	111	244	13.3

TABLE VII cont.

COUNTY	TOTAL NUMBER FAMILIES	LOW-INCOME FAMILIES BY RATIO OF INCOME TO POVERTY LEVEL			TOTAL LOW-INCOME FAMILIES	PERCENT LOW-INCOME
		Under .50	.50-.74	.75-.99		
Koochiching	4,248	180	96	190	466	11.0
Lac Qui Parle	2,942	178	146	247	571	19.4
Lake	3,292	66	49	86	201	6.1
Lake of the Woods	1,017	38	38	88	164	16.1
Le Sueur	5,291	185	157	198	540	10.2
Lincoln	2,074	132	161	104	397	19.1
Lyon	5,650	193	175	271	639	11.3
McLeod	7,070	275	154	216	645	9.1
Mahnomen	1,327	132	68	126	326	24.6
Marshall	3,242	209	198	289	696	21.5
Martin	6,503	213	166	253	632	9.1
Meeker	4,806	271	250	240	761	15.8
Mille Lacs	4,009	141	158	284	583	14.5
Morrison	6,194	350	419	343	1,112	18.0
Mower	11,158	346	286	326	958	8.6
Murray	3,080	154	117	189	460	14.9
Nicollet	5,420	139	85	214	438	8.1
Nobles	5,677	259	176	211	646	11.4
Norman	2,558	155	112	173	440	17.2
Olmsted	19,850	350	305	417	1,072	5.4
Ottertail	11,783	568	554	772	1,894	16.1
Pennington	3,234	79	119	94	292	9.0
Pine	4,087	131	216	236	583	14.3
Pipestone	3,270	194	144	219	557	17.0
Polk	8,539	296	294	520	1,110	13.0
Pope	2,925	180	84	167	431	14.7
Ramsey	114,495	2,178	1,330	2,344	5,852	5.1
Red Lake	1,301	80	71	125	276	21.2
Redwood	5,004	198	205	383	786	15.7
Renville	5,285	197	207	308	712	13.8
Rice	8,936	246	165	254	665	7.4
Rock	2,841	127	84	93	304	10.7
Roseau	2,879	165	105	160	430	14.9
St. Louis	54,682	1,229	1,179	1,887	4,295	7.9
Scott	7,413	234	120	220	574	7.7
Sherburne	4,273	110	88	121	319	7.5
Sibley	4,022	210	154	215	579	14.4

TABLE VII cont.

COUNTY	TOTAL NUMBER FAMILIES	LOW-INCOME FAMILIES BY RATIO OF INCOME TO POVERTY LEVEL			TOTAL LOW-INCOME FAMILIES	PERCENT LOW-INCOME
		Under .50	.50-.74	.75-.99		
Stearns	19,477	835	635	931	1,400	12.3
Steele	6,834	146	132	240	518	7.6
Stevens	2,588	128	95	116	339	13.1
Swift	3,349	229	194	200	623	18.6
Todd	5,454	386	440	508	1,334	24.5
Traverse	1,595	90	84	111	285	17.9
Wabasha	4,244	125	107	192	424	6.0
Washington	19,174	330	163	282	775	2.0
Wadena	3,058	206	118	208	532	17.4
Waseca	4,098	137	86	169	392	9.6
Watsonwan	3,428	170	118	144	432	12.6
Wilkin	2,315	73	109	128	310	13.4
Winona	10,052	237	348	403	988	9.8
Wright	9,253	328	277	392	997	10.8
Yellow Medicine	3,684	122	174	276	572	15.5

Source: Minnesota Socio-Economic Characteristics, From the 4th Count Summary Tape of the 1970 Census.

APPENDIX C

POVERTY STATISTICS FOR THE
STATE OF MINNESOTA, BY REGION,
1970

TABLE VIII
TOTAL NUMBER OF POOR AND INCIDENCE OF
POVERTY IN MINNESOTA, 1970, BY REGION

REGION	TOTAL POPULATION	NUMBER OF PERSONS BELOW POVERTY LEVEL			INCIDENCE OF POVERTY
		Persons in Families	Unrelated Individuals	Total Low-Income	
I	94,579	13,381	3,683	17,064	18.0
II	54,594	9,845	2,411	12,256	22.4
III	329,603	24,876	12,913	37,789	11.5
IV	185,376	23,233	7,612	30,845	16.6
V	113,624	18,769	4,624	23,393	20.6
VI E	98,159	10,563	3,088	13,651	13.9
VI W	61,809	9,759	2,160	11,919	19.3
VII	249,869	25,549	8,410	33,959	13.6
VIII	141,532	18,864	4,567	23,431	16.6
IX	218,077	20,108	7,825	27,933	12.8
X	383,369	29,154	12,578	41,732	10.9
XI	1,874,380	75,594	48,096	123,690	6.6
TOTAL	3,804,971	279,695	117,967	397,662	10.5

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE IX
TOTAL NUMBER AND PERCENT OF LOW-INCOME FAMILIES
IN MINNESOTA, 1970, BY REGION

REGION	TOTAL NUMBER FAMILIES	LOW-INCOME FAMILIES BY RATIO OF INCOME TO POVERTY LEVEL			TOTAL NUMBER LOW-INCOME FAMILIES	PERCENT LOW-INCOME FAMILIES
		Under .50	.50-.74	.75-.99		
I	23,591	1,062	954	1,472	3,488	14.8
II	13,149	756	778	1,059	2,593	19.7
III	81,940	2,079	2,029	3,194	7,302	8.9
IV	45,716	2,017	1,772	2,618	6,407	14.0
V	27,764	1,464	1,603	1,846	4,913	17.7
VI E	24,697	985	855	1,110	2,950	11.9
VI W	15,899	752	787	1,048	2,587	16.3
VII	56,603	2,020	1,866	2,617	6,503	11.5
VIII	35,121	1,586	1,301	1,809	4,696	13.4
IX	52,657	1,860	1,367	2,270	5,497	10.4
X	92,676	2,256	2,286	3,369	7,911	8.5
XI	451,519	8,320	4,768	7,988	21,076	4.7
TOTAL	921,332	25,157	20,366	30,400	75,923	8.2

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

TABLE X
FAMILY INCOME AND POVERTY STATUS FOR
MINNESOTA, 1970, BY REGION

REGION	TOTAL NUMBER OF FAMILIES	FAMILIES BY INCOME CATEGORY			TOTAL NUMBER UNDER \$3,000	PCT. UNDER \$3,000
		\$0-999	\$1,000-1,999	\$2,000-2,999		
I	23,591	756	1,246	1,820	3,822	16.2
II	13,149	477	989	1,124	2,590	19.7
III	81,940	1,358	2,645	4,097	8,100	9.9
IV	45,716	1,330	2,503	3,343	7,176	15.7
V	27,764	907	1,933	2,472	5,312	19.1
VI E	24,697	701	1,102	1,504	3,307	13.4
VI W	15,899	491	987	1,211	2,689	16.9
VII	56,603	1,259	2,455	3,276	6,990	12.3
VIII	35,121	1,172	1,421	2,324	4,917	14.0
IX	52,657	1,407	1,791	2,676	5,874	11.2
X	92,676	1,441	2,944	4,628	9,013	9.7
XI	451,519	5,561	6,477	11,008	23,046	5.1
TOTAL	921,332	16,860	26,493	39,483	82,836	9.0

Source: United States Census of Population, 1970. Fourth Count Summary Tape.

APPENDIX

D

POVERTY STATISTICS BY METROPOLITAN
AND NONMETROPOLITAN RESIDENCY
AND BY SIZE OF PLACE

TABLE XI
INCIDENCE OF POVERTY IN MINNESOTA BY
METROPOLITAN AND NONMETROPOLITAN RESIDENCY, 1970

Residency	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
State	75,923	8.2	397,662	10.5
Metropolitan	26,189	5.0	153,710	7.2
Central Cities	14,988	6.8	97,728	10.9
Other Urban	7,809	3.1	40,294	3.9
Rural Non-Farm	2,578	7.4	11,793	8.2
Rural Farm	814	8.7	3,895	10.0
Non-Metropolitan	49,734	12.5	243,952	15.4
Urban	9,648	7.5	57,392	11.2
Rural Non-Farm	20,957	12.9	95,283	15.1
Rural Farm	19,129	17.5	91,277	20.3

Source: United States Census of Population, 1970. General Social and Economic Characteristics, Minnesota, PC(1) - C25, Table 80, p. 25-272.

TABLE XII
INCIDENCE OF POVERTY IN MINNESOTA FOR
PLACES OF 50,000 OR MORE, 1970

Residency	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
Bloomington	383	2.0	2,247	2.8
Duluth	1,833	7.4	11,478	11.6
Minneapolis	7,466	7.2	50,543	12.0
Rochester	536	4.3	4,295	8.3
St. Paul	4,776	6.4	28,550	9.5
Total	14,994	6.4	97,113	10.2

Source: United States Census of Population, 1970. General Social and Economic Characteristics, Minnesota, PC(1) - C25, Table 90, p. 25-312.

TABLE XIII
INCIDENCE OF POVERTY IN MINNESOTA FOR
PLACES OF 10,000 TO 50,000, 1970

Place	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
Albert Lea	253	5.2	1,533	8.2
Anoka	161	5.0	817	6.4
Austin	465	7.3	2,360	9.6
Bemidji	349	14.6	1,887	19.7
Blaine	139	2.9	671	3.2
Brainerd	240	8.2	1,450	12.6
Brooklyn Center	227	2.7	1,002	2.9
Brooklyn Park	222	3.4	1,057	4.0
Burnsville	87	1.9	408	2.1
Columbia Heights	116	1.9	634	2.7
Coon Rapids	225	3.4	1,131	3.7
Cottage Grove	70	2.5	424	3.1
Crystal	240	3.2	1,170	3.8
Edina	203	1.8	1,166	2.7
Fairmont	211	7.3	1,008	9.5
Fairbault	178	4.9	1,143	8.1
Fergus Falls	214	7.2	1,226	10.7
Fridley	181	2.5	803	2.8
Golden Valley	114	1.9	560	2.3
Hastings	122	4.6	659	5.7
Hibbing	280	6.9	1,465	9.3
Hopkins	157	4.4	730	5.5
Inver Grove Heights	97	3.6	439	3.6
Mankato	378	6.2	3,801	14.2
Maple Wood	176	3.0	994	4.0
Minnetonka	234	2.7	1,154	3.3
Moorhead	377	6.0	2,862	10.9
New Brighton	116	2.5	645	3.4
New Hope	121	2.2	631	2.8
New Ulm	269	8.6	1,358	10.9
Northfield	75	4.4	771	11.1
North St. Paul	104	3.7	505	4.3
Owatonna	182	4.7	983	6.7
Plymouth	72	1.7	338	2.0
Red Wing	159	6.1	848	8.6

TABLE XIII (cont.)

Place	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
Richfield	221	1.8	1,281	2.7
Robbinsdale	121	2.7	591	3.5
Roseville	144	1.7	869	2.6
St. Cloud	454	5.8	3,933	11.5
St. Louis Park	307	2.3	1,604	3.3
Shoreview	60	2.4	381	3.5
South St. Paul	329	5.2	1,508	6.1
Stillwater	136	5.6	721	7.2
Virginia	306	9.5	1,632	13.3
West St. Paul	71	1.5	473	2.5
White Bear Lake	125	2.4	582	2.5
Willmar	203	6.5	1,461	11.7
Winona	459	8.1	2,978	12.7

Source: United States Census of Population, 1970. General Social and Economic Characteristics, Minnesota, PC(1) - C25, Table 107, pp. 25-377 to 25-380.

TABLE XIV
INCIDENCE OF POVERTY IN MINNESOTA FOR PLACES
OF 2,500 TO 10,000, 1970

Place	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
Alexandria	207	12.9	1,309	19.8
Apple Valley	19	0.9	81	1.0
Arden Hills	9	0.6	105	1.9
Aurora	34	4.9	218	8.7
Babbitt	5	0.7	45	1.5
Bayport	22	4.1	94	4.3
Benson	107	11.9	499	14.6
Blue Earth	80	7.7	472	12.3
Breckenridge	103	10.2	477	12.0
Buffalo	72	9.1	403	12.9
Caledonia	85	13.1	439	17.1
Cambridge	36	5.9	183	8.0
Chanhassen	33	2.8	166	3.4
Chaska	103	9.3	442	10.2
Chisholm	82	5.2	493	8.4
Circle Pines	36	4.5	188	4.8
Cloquet	151	6.5	892	10.1
Crookston	180	9.1	1,014	12.2
Deephaven	50	5.2	183	4.9
Detroit Lakes	238	16.1	1,270	22.6
East Bethel	34	5.6	128	4.9
East Grand Forks	163	8.5	794	10.8
Eden Prairie	57	3.6	303	4.4
Ely	86	6.6	475	9.6
Eveleth	137	10.6	529	11.3
Excelsior	30	4.3	157	6.2
Falcon Heights	60	4.2	363	6.9
Farmington	60	7.7	242	7.9
Forest Lake	34	4.1	156	4.8
Glencoe	41	3.7	274	6.6
Glenwood	65	9.5	267	11.2
Grand Rapids	176	9.8	894	12.6
Granite Falls	127	16.3	675	21.4
Hoyt Lakes	34	4.0	193	5.3
Hutchinson	96	4.8	605	7.8

TABLE XIV (cont.)

Place	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
International Falls	114	6.9	630	9.9
Jackson	69	8.1	486	14.2
La Crescent	47	6.1	243	7.9
Lake City	52	5.5	342	9.8
Lake Elmo	18	1.8	120	3.0
Lakeville	55	3.1	311	4.1
Le Sueur	37	4.2	259	7.0
Lino Lakes	17	2.2	151	4.4
Litchfield	109	8.2	534	10.5
Little Canada	42	4.7	110	3.2
Little Falls	198	11.8	1,190	16.6
Luverne	104	8.6	498	10.8
Mahtomedi	38	6.0	203	7.6
Maple Grove	51	3.5	265	4.2
Marshall	109	5.2	857	9.8
Mendota Heights	22	1.5	133	2.1
Minnetrista	27	4.1	157	5.6
Montevideo	144	10.0	627	11.4
Mora	61	9.3	288	11.6
Morris	122	11.0	851	17.8
Mounds View	96	4.1	457	4.6
Mound	103	5.2	463	6.0
Newport	62	8.5	345	11.9
New Prague	60	8.8	280	10.3
North Mankato	101	5.7	673	9.3
Oakdale	54	3.3	302	4.2
Olivia	66	10.7	279	11.3
Orono	72	4.2	278	4.1
Ortonville	64	8.8	351	12.5
Osseo	41	5.6	217	7.8
Park Rapids	135	18.9	615	23.1
Pipestone	126	9.3	700	13.4
Princeton	70	10.5	340	13.1
Proctor	43	6.0	241	7.7
Redwood Falls	106	9.2	522	11.4

TABLE XIV (cont.)

Place	Total Number Poor Families	Percent Poor Families	Total Number Poor Persons	Percent Poor Persons
Roseau	32	5.3	188	7.8
St. Anthony	47	2.0	223	2.4
St. James	67	6.7	378	9.6
St. Paul Park	74	5.5	382	6.8
St. Peter	85	5.6	484	8.4
Sauk Centre	106	12.8	596	16.9
Sauk Rapids	89	7.6	476	9.7
Savage	43	5.2	205	5.7
Shakopee	78	4.9	378	5.7
Shorewood	60	5.8	236	5.6
Silver Bay	16	2.0	85	2.5
Sleepy Eye	109	12.5	492	14.6
Springfield	69	10.6	302	12.4
Spring Lake Park	24	1.6	120	1.9
Spring Valley	108	15.1	432	16.9
Staples	91	14.3	607	24.0
Stewartville	20	3.0	87	3.0
Thief River Falls	126	6.0	952	11.5
Tracy	69	10.9	419	16.7
Two Harbors	35	3.1	321	7.4
Vadnais Heights	52	6.2	154	4.6
Wadena	97	8.5	491	10.9
Waite Park	8	1.3	91	3.3
Waseca	85	5.0	499	7.4
Wayzata	8	0.8	154	4.1
Wells	89	12.4	366	13.4
Windom	60	5.8	304	8.1
Woodbury	42	3.0	193	3.1
Worthington	140	5.9	946	9.9

Source: United States Census of Population, 1970. General Social and Economic Characteristics, Minnesota, PC (1)-C25, Table 118, pp. 25-396 to 25-404.

APPENDIX E

POVERTY DEFINITION

The Poverty Definition¹

The poverty statistics presented in this report are based on a definition originated by the Social Security Administration in 1964 and subsequently modified by a Federal Interagency Committee.² The index provides a range of poverty income cutoffs adjusted by such factors as family size, sex of the family head, number of children under 18 years old, and farm and nonfarm residence. At the core of this definition of poverty is a nutritionally adequate food plan ("economy" plan) designed by the Department of Agriculture for "emergency or temporary use when funds are low." The index allows for differences in the cost of living between farm and nonfarm families by setting the poverty thresholds for farm families at 85 percent of the corresponding levels for nonfarm families. The poverty income cutoffs are revised annually to allow for changes in the cost of living as reflected in the Consumer Price Index.

In 1969, the poverty thresholds ranged from \$1,487 for a female unrelated individual 65 years old and over living on a farm to \$6,116 for a nonfarm family with a male head and with seven or more persons (table A). The average poverty threshold for a nonfarm family of four headed by a male was \$3,745.

Poverty thresholds are computed on a national basis only. No attempt has been made to adjust these thresholds for regional, state or other local

¹The material in this appendix was taken directly from the 1970 Census of Population, General Social and Economic Characteristics, Minnesota, PC(1)-C25, Appendix B, pp. 29-31, U. S. Bureau of the Census.

²For a detailed explanation of the poverty definition, see U. S. Bureau of the Census, Current Population Reports, Series P-23, No. 28, Revision in Poverty Statistics, 1959 to 1968.

TABLE A

WEIGHTED AVERAGE THRESHOLDS AT THE POVERTY LEVEL IN 1969, BY SIZE OF FAMILY
AND SEX OF HEAD, BY FARM AND NONFARM RESIDENCE

SIZE OF FAMILY	TOTAL	NONFARM			FARM		
		Total	Male Head	Female Head	Total	Male Head	Female Head
All Unrelated Individuals	\$1,834	\$1,840	\$1,923	\$1,792	\$1,569	\$1,607	\$1,512
Under 65 years	1,888	1,893	1,974	1,826	1,641	1,678	1,552
65 years and over	1,749	1,757	1,773	1,751	1,498	1,508	1,487
All Families	3,388	3,410	3,451	3,082	2,954	2,965	2,757
2 persons	2,364	2,383	2,394	2,320	2,012	2,017	1,931
Head under 65 years	2,441	2,458	2,473	2,373	2,093	2,100	1,984
Head 65 years and over	2,194	2,215	2,217	2,202	1,882	1,883	1,861
3 persons	2,905	2,924	2,937	2,830	2,480	2,485	2,395
4 persons	3,721	3,743	3,745	3,725	3,195	3,197	3,159
5 persons	4,386	4,415	4,418	4,377	3,769	3,770	3,761
6 persons	4,921	4,958	4,962	4,917	4,244	4,245	4,205
7 or more persons	6,034	6,101	6,116	5,952	5,182	5,185	5,129

Source:

variations in the cost of living (except for the farm-nonfarm differential described above).

Alternate poverty levels.-Because the poverty levels currently in use by the Federal Government do not meet all the needs of the analysts of the data, two variations of the poverty definition were created at the same time that modifications were made in the poverty index: one is set at 75 percent of the official government standard and the other at 125 percent of this standard. (Data based on these two alternate poverty levels are not presented in any of the tables in this report.)

Weighted average thresholds at the poverty level.-The poverty cutoffs used by the Bureau of the Census to determine the poverty status of families and unrelated individuals consist of a set of 124 thresholds arranged in a 4-dimensional matrix consisting of family size (from one person to seven or more persons) cross-classified by presence and number of family members under 18 years old (from no children present to six or more children present), sex of head, and farm and nonfarm residence. The one- and two-person families are further differentiated by age of head (under 65 years and 65 years and over). The total family income of each family in the sample is tested against the appropriate poverty threshold to determine the poverty status of that family. (If the family's total income is less than its corresponding poverty cutoff, the family is classified as poor. Otherwise, it is classified as nonpoor.) The average thresholds shown in table A, however, were weighted by the presence and number of children. For example, for a given size of family, sex of head, and residence category, the weighted average threshold for that group is obtained by multiplying the dollar amount for each presence and number of children category within

the given family size by the number of families in that category. These products are then aggregated across the entire range of presence and number of children categories, and the total aggregate is divided by the total number of families in the group to yield the weighted average threshold at the poverty level for that size of family.

Because family composition varies by farm and nonfarm residence, the weighted average thresholds at the poverty level for farm families, as shown in table A, will not be exactly 85 percent of the nonfarm levels. Moreover, since family composition does not remain constant from year to year, the weighted average thresholds for 1969 will not reflect exactly the increase in the CPI between 1969 and earlier years.

Since the basic thresholds used to determine the poverty status of families and unrelated individuals are applied to all families and unrelated individuals, the weighted poverty thresholds are derived using all families and unrelated individuals rather than just those families and unrelated individuals classified as poor. Consequently, to obtain the weighted poverty thresholds for families and unrelated individuals below 75 percent and below 125 percent of the poverty level, the weighted poverty thresholds shown in table A may be multiplied directly by 0.75 and 1.25, respectively.

The thresholds presented in table A are based on the March 1970 Current Population Survey. However, it is felt that these thresholds would not differ significantly from those based on the census.

Households below poverty level.—Households below the poverty level are defined as households in which the total income of the family or primary individual is below the poverty level. The incomes of persons in the household other than members of the family or the primary individual are

not included in the total income of the family or primary individual when determining poverty status of a household.

The number of households shown in the poverty status tables is the sum of the households for which rent and value data are shown. This number may be less than the total number of household heads (i.e., households) shown in other tables since the rent and value data are tabulated only for households in specified types of housing units as described below in the paragraphs on value and gross rent.